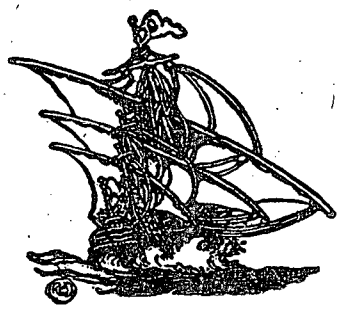
THE SURVEY

MIDMONTHLY

AUGUST 15, 1923



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IT IS in Newburgh, New York, that The Dance Is On (p. 526). Miss Austin is general secretary of the Associated Charities, which saw a gap in the recreational opportunities of the city and filled it. "The dances on the pier," writes Miss Austin, "were started by individual effort and faith and have proven to many people here what we as social workers must always believe if our work is to be very effective. . . . It was necessary to prove to the society of which I am secretary as well as to the rest of the city that a well-conducted dance would be an instrument for good, so the relationship was a little uncertain at first, but now our people are quite enthusiastic."

DR. FREDERICK BURK, who writes so crisply of the World Education Conference (p. 541) is president of the San Francisco State Teachers College.

PERRIE JONES, hospital librarian of the Public Library of St. Paul, writes of her own experiences in taking books to the bedside (p. 544).

ROBERT E. LEWIS (p. 518) is general secretary of the Y. M. C. A. in Cleveland, Ohio.

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THROUGH the Department of Industrial Hygiene of the Harvard University School of Public Health, and the Industrial Clinic of the Massachusetts General Hospital, Boston, Dr. Wade Wright is contributing as much as any other one physician in the country toward the development of industrial health. His article on minimum standards in this field (p. 531) comes therefore out of intimate and far-reaching experience.

SOMEWHAT DIFFERENT from the health problems created by the factory or workshop are those of the great mercantile plant. Dr. H. W. Stevens (p. 534), directs the health department of the Mutual Aid Association of the Jordan Marsh Company, Boston.

BRUNO LASKER, foreign service editor of The Survey, bases his philosophy of American service overseas (p. 520) not only on continued study of the relief programs of American agencies, but on the impressions gained in a first-hand study of Europe in reconstruction.

MISS BAKKE, the biographer of the Denver Federation (p. 546), is publicity secretary of the Colorado Tuberculosis Association.

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EUROPE

Shall we haul in the life line?

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THE SURVEY

MIDMONTHLY

August 15
1923

Volume L
No. 10

The Long Road to Peace

From the Last Address of President Warren G. Harding
Died August 2, 1923

HUMAN progress has established a relationship little short of the community among nations, and there is and can be no great people in a position of permanent aloofness. The urging of commerce, quite apart from human fellowship, is fashioning intimate relationships each succeeding day . . .

FROM THE DAY the present Administration assumed responsibility it has given devout thought to the means of creating an international situation, so far as the United States might contribute to it, which would give assurance of future peace. We craved less of armament, and we hated war. We felt sure we could find a rift in the clouds if we could but have international understanding. We felt sure that if sponsors for governments could only face each other at the conference table and voice the conscience of a penitent world, we could divert the genius and the resources of men from the agencies of destruction and sorrow to the ways of construction and human happiness . . .

ARMED WARFARE is abhorrent to the ideal civilization. Nations ought no more need resort to force in the settlement of their disputes or differences than do men in this enlightened day. Out of this conviction, out of my belief in a penitent world, craving for agencies of peace, out of the inevitable presidential contact with the world war's havoc and devastation and the measureless sorrow which attended and has followed, I would be insensible to duty and violate all the sentiments of my heart and all my convictions if I failed to urge American support of the permanent court of international justice. I do not know that such a court will be unfailing in the avoidance of war, but I know it is a step in the right direction and will prove an advance toward international peace for which the reflective conscience of mankind is calling . . .

THE REAL HOPE of permanent and effective accomplishment depends upon freedom from internal dissension and international dissension. The forward steps already taken ought to be followed by many others in our generation, but the way to permanent world peace is a long and difficult one.

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Folks at Ellis Island

AGAINST the background of mathematical stupidity and commercial rivalry which characterize the present immigrant situation, the personality of the new commissioner at Ellis Island, Henry H. Curran, begins to emerge in an agreeable light. When the steamship companies, disregarding the difficulties caused by the first-of-the-month congestion at the Island, informed him that 15,000 immigrants would flood the harbor on August 1, he flatly declined to let them shift the burden of caring for this multitude to the government. "We shall not receive one more immigrant," he announced, "than my limited staff of 500 can handle with thoroughness and consideration." For those who waited in the harbor, he directed that such comforts as were possible should be provided to relieve the discomfort of torrid weather.

At the Island itself, carpenters have been at work tearing open windows planned years ago for light but not for air. Neat new enameled beds have been installed—with sheets (Parliament take notice)—for detained first and second cabin passengers. As for repairs, Mr. Curran is consulting his assistant commissioners and considering the recommendations of the Croxton commission for guidance in spending the $50,000 which is available. He tells The Survey that his platform is, first to move as many people as fast as possible, with efficient examinations, through the Island, and then to keep it clean. Those who believe that immigrants are people, and not merely fractions of a quota, took heart when he said within a week of his appointment: "We do not deal in money or goods or labor. That would be easy. We deal in human beings at a critical time in their lives." Can Mr. Curran exercise leverage enough to reconcile the administration of the quota law with that principle?

Dead Hands

ONE advantage of community trusts which is apt to be overlooked was mentioned by Ralph Hayes recently on his appointment to the directorship of the New York Community Trust. This is the pooling of bequests. At Harvard, for instance, a bequest of land for a scholarship made over a century ago has but recently, through the growth of Boston and enhanced land values, begun to yield an income sufficient to carry out the legator's wish. In the hands of a community trust with adequate powers, similar small bequests need not lie dormant but can often be utilized in combination with others.

The more familiar argument for the community trust is that it avoids the waste of accumulated funds through the obsolescence of the purposes for which they were set aside. In almost all our communities examples may be found of endowed institutions which positively retard social progress, whereas their donors, foresighted men in their own time, would if they were alive be the first today to recognize the newer needs or newer ways devised for meeting old ones. The community trust offers one solution for such obsolescence; at the risk, of course, of another danger—the extent of which it will be difficult to measure until we have tried the plan out a little longer—the danger of ossification in the community trust itself.

Whether such a trust becomes a vital force for community leadership—as has been the case in Cleveland—or remains merely a safe depository for unimaginative bequests, depends in large measure on the personnel of its directing committee and staff. The appointment of a governing board for the New York Community Trust, now going through a process of reorganization and revivification, will be awaited with interest for the light it may shed on the future course of pooled philanthropy in the metropolis.

School Doctors at School Again

WITH more than 1,500 physicians in New York state alone, outside of New York City, engaged on part or whole time in medical service in public schools, it is but natural that some should feel the need of special post graduate teaching in this most vigorously developed of the specialties of public health work.

In the main, physicians who have accepted positions under boards of education or health departments as school doctors have been attracted to the work not by the pay or the prestige of the position but because either as general practitioners or children's specialists they found in this phase of preventive medicine a satisfaction over and above their joy in care of the sick. The school doctor in many rural counties is the only available physician in a township; he takes on this work as a matter of public duty, and in a way as a natural result of his own development in the preventive phase of his profession.

When the director of medical services of the New York State Department of Education, Dr. William A. Howe, and the energetic and resourceful medical director of the public schools of Yonkers, Dr. Elton G. Littell, appealed to the College of Physicians and Surgeons at Columbia University for help in training school physicians they were met by the offer of a summer course which has marked another milestone in the progress of standard health services.

Fifteen physicians from almost as many different countries and states are taking the fundamental course in the principles and practise of supervision of the health of the preschool and the school child, organized by Professor Haven Emerson. The lecturers, specialists in the various subjects, have come from Pennsylvania and Connecticut as well as from New York. Not only medicine but dentistry, physical education, pedagogy and administration are represented in the list of topics offered. Rarely can the lecturer escape at the end of the two-hour session, so eager are the questions still unanswered as to posture, dentition, tonsils, nutrition, measles, personality, ventilation, records, health education.

Is it not conceivable that we shall soon be as exacting in the qualifications of a physician whom we trust to protect the health of our army of 20,000,000 school children as we are—at least theoretically—in requirements for our teachers? Must we not begin to call for experience or special training in preventive, or as Dr. H. L. K. Shaw of Albany calls it, social pediatrics, before we accept a physician as a part of our school system or as a qualified representative of a health department, visiting, teaching, examining, excluding, the children of the community from six to sixteen years of age, and often too those of from three to five? At least here is a good beginning which should prove a stimulating example to other medical schools and schools of hygiene.

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Progress

April 15, 1912

WE ARE OF THE OPINION that a twelve-hour day of labor, followed continuously by any group of men for any considerable number of years means a decreasing of the efficiency and lessening of the vigor and virility of such men . . . .

We are not unmindful of the fact that the twelve-hour day has, by its general acceptance and practice over a considerable period of years, become firmly entrenched, and that any sudden or arbitrary change would involve a revolution in mill operations . . . .

We do believe that following in the wake of other betterment of conditions in the steel industry, there will naturally come a shortening of the hours of labor and the eventual abolishment of the twelve-hour day, which will tend toward increasing the efficiency and resourcefulness of the working population and for that reason bring benefit to both employer and employed.

That steps should be taken now that shall have for their purpose and end a reasonable and just arrangement to all concerned, of the problems involved in this question—that of reducing the long hours of labor—we would respectfully recommend to the intelligent and thoughtful consideration of the proper officers of the Corporation.

From the report of the Committee of Stockholders of the United States Steel Corporation, appointed to investigate and report upon the truth of statements made by John A. Fitch of the Pittsburgh Survey.

August 8, 1923

CHICAGO—A start in the establishment of an eight-hour day in the steel industry will be realized Monday when a unit of blast furnace workers at the United States Steel Corporation's plant at Gary will be put on a three-shift program.

PITTSBURGH—Beginning August 16 the twelve-hour day for steel workers will be abolished and the eight-hour day plan will be put into effect. . . .—New York Times.

Keeping Workers Well

IT was Richard Cabot who first called attention, some ten years ago, to the common fallacy which charged to industry all the ills which the shopworker and his wife and children suffer from. His medical analysis—slightly cynical but altogether human—of the causes of sickness in a large specialized community devoted to the rubber industry showed the same preponderance of colds, stomach-aches, headaches, sore throats, stiff joints, tuberculosis and heart disease as will be found in the practice of family physicians in any of the northeastern states. Yet the need continues for what the research student would call specific etiology for each ill, and what the rest of us dub common sense in hunting the cause of sickness.

Now comes that particularly clear-tongued and level-headed specialist, the very disciple if not the prophet of industrial medicine, Dr. Wade Wright, who tells us that common sense and conscience share at least equally with the growing force of technical knowledge in determining our success in treating the mental and physical disabilities of the shopworker. Whatever may be the peculiar handicap of heat, dust, fumes, fatigue, position, it can be truly said that disease in industry is chiefly disease of the industrial community. The mother's life, food, air, and rest while she awaits the coming of her child determine the quality of the enamel on the teeth of the runabout youngsters later on, whether the mother is the wife of a potter, a hatter, a furnace man or a coal miner. It is the family meals, the clothing, hours of sleep, cleanliness, housing which decide for or against the handicaps of the school child. In some measure it is character or the lack of it that causes as well as cures disease: as Sir William Osler used to say, it is what a patient has in his head rather than the condition of his lungs that determines recovery from tuberculosis.

This is not to belittle the importance of the specific trade hazard. Though we have today, nationally speaking, no phossy-jaw to point to a glaring example of industrial menace, we must still wrestle with the stink damp and carbon monoxide of the mines, the benzole fumes in the rubber factory, lead poisoning among painters, and other dangers.

But it is time to see these things in perspective: to escape from sensationalism into the common language and broad viewpoint of preventive medicine, which deals with any and every community and is the hope of all families whatever may be the source of their income. To combat a spectacular industrial hazard may be only half the battle. Adequacy and steadiness of pay, decent work-places, an informed and self-respecting attitude toward individual hygiene; these are the essentials. To define these more precisely, and hold firmly to them, is the main task of industrial medicine, whether the active agent in promoting the health of a given community be the employer, the public health officer, or the workers themselves.

Child Health the World Over

THE recipe for a successful education must include health. Apparently this was the unanimous opinion of the International Health Education Conference held in San Francisco June 28 to July 6, as a section of the World Conference on Education. The greatest significance of the conference in the field of child health lay in this definite recognition by all the educators present of health as one of the main objectives of the whole educational process.

William B. Owen, retiring president of the National Education Association, and Augustus Thomas, chairman of the World Conference on Education, emphatically acknowledged the school's obligation to teach health. In their opinion it no longer was a question of whether the school would or could train children in the practice of health habits, but a question of how the school could effectively meet this great public need in which no other social machinery can take its place. They welcomed the complete cooperation of health agencies, though acknowledging the responsibility of the school for training children in health matters.

Another important trend of thought was noted in the fact that physicians, nurses, nutrition workers and educators talked in terms of the child's whole life process. The emphasis upon the child's study, play, home life and all phases of health education and supervision as integral parts of one process of development was notable. The participation of thirty-two nations gave assurance that health education is coming into its own as a world-wide force for better citizenship and for good will among nations.

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A Plan for Planners

IN METROPOLITAN, regional or city planning—call it what you will—the fundamental principles for attacking and straightening out the ever increasing determination of people to live closely together in metropolitan areas, whether large or small, are much the same everywhere.

Some ten years ago, George B. Ford pointed out that such planning problems must be approached from three different aspects, the economic, the social, and the esthetic, and he urged that emphasis be put on economic and social problems first and on esthetic problems last, but never in the reverse order. For a number of years prior to that time the architects of the country had been making an appeal for the "City Beautiful," without proper emphasis on economic and social problems involved, and hence had failed to arouse practical men to the urgency for action. Now the pendulum has swung the other way, and we have seen for a number of years over-emphasis on the economic and social problems, and not enough emphasis (if any at all) on the esthetic considerations, the maintenance of attractiveness, as well as of comfort and convenience.

Study of the metropolitan plan, in order to be well balanced, must include all of these things The most important parts of a comprehensive metropolitan, regional or county plan, and the machinery necessary to its successful execution, are as follows:

The Planning Board: A permanent official metropolitan or planning commission, similar to that recently created in Los Angeles County, California, established by ordinance, with sufficient annual appropriation to do real work and employ competent technical help.

County Zoning: To prepare and secure the adoption of county zoning ordinances, correlated with the various city zone ordinances of the metropolitan area, as has already been done to a limited extent by the county government of Los Angeles County, establishing residence and industrial zones, limits on the heights of buildings, and area of ground to be covered, particularly in the county areas immediately adjoining the boundaries of incorporated cities. (This work should be done by the metropolitan or county planning board rather than by a separate zoning commission, as otherwise zoning, which ought to be the foundation of all rational metropolitan planning, is liable to be divorced from it and retard rather than knit together the development units of the metropolitan plan.)

Traffic Highway Plan: To prepare a comprehensive major traffic highway plan for the whole metropolitan area, in cooperation with local city planning commissions, and to secure its adoption and construction piece by piece, with due relation to zoning and the minimum widening and extension of existing streets and highways that is reasonably economical for highway purposes.

Transportation Improvement: To prepare and secure the adoption of a comprehensive and practical plan for the unification of rail lines, passenger and freight terminals in the metropolitan area, carefully worked out with the railroads, local city planning commissions, the state railroad commission and the Interstate Commerce Commission, including plans for the elimination of grade crossings and for the fair distribution of cost; also a comprehensive interurban and rapid transit extension plan, together with harbor or other specialized industrial district plans.

County Park Board: A permanent metropolitan or county park commission, as in Boston, Essex County, New Jersey, Tacoma, Washington, etc., with budget independent of politics, to prepare and execute a comprehensive park and boulevard extension plan, in cooperation with the metropolitan or county planning commission and local city planning and park boards, which will link up most economically and attractively the most notable points of interest of the metropolitan area, and acquire and preserve ample recreation areas, before they are destroyed or lost, including mountain and waterside parks, etc., with proper relation to zoning, highways, etc.

County Housing Code: To prepare and secure the adoption of a county housing code, in addition to proper county building codes and zoning, for all areas not strictly agricultural, supplementing the generally very meager and inadequate state housing laws.

County Civic Centers: To prepare and secure the adoption of comprehensive group plans for the most convenient and attractive location of future metropolitan or county buildings in the several administrative, educational, hospital or other groups, or civic centers appropriate to them, worked out by the metropolitan or county planning commission, in cooperation with local city planning commissions.

County Art Jury: A metropolitan or county art jury, established by state law or county charter, with power to pass on, and vote if necessary, the architectural standard and artistic merit of the plans and location for all county buildings, statues, works of art, or other improvements made by the county government, in order to maintain a reasonably decent standard of civic art, similar to what has been done by the Philadelphia Art Jury, New York City Art Commission, etc.

These eight items make up the whole metropolitan or county plan, and they are equally necessary to large as well as small metropolitan areas. While there may be reasons for the urgency or greater importance of one or another of these items locally, no county government has done its full job until every one of them is not only planned, but put into execution. You can measure the progress or difficulties of your metropolitan area pretty definitely by checking up on this list of items.

CHARLES H. CHENEY

Youth and the Fundamentalists

IN the social service field there are several Protestant, Catholic and Jewish societies of commanding size and each with religious affiliations whose problems differ from those of strictly non-religious agencies. The largest, richest and in many respects the most immobile is the Young Men's Christian Association which, nevertheless, is now going through the throes of a new birth.

The editor of The Association Forum, a national service medium, either in sophistry or grim humor, urges that toleration be shown the fundamentalist. Toleration toward the fundamentalist! Within the Y. M. C. A.? Is the Association already infected with liberalism to that extent? How surprised the thinking public will be! But let us consider his proposal on its merits. The traditional policy of the Association, so far as concerns its religious thinking, is to follow the lead of the churches, and what the fundamentalists are doing in the church should be brought to the attention of Association officers.

The Presbyterian fundamentalists in national gathering wished to evict Harry Emerson Fosdick. The New York Presbytery, to whose jurisdiction the matter was referred, has acted promptly and unanimously in approval of him. Two hundred clergymen in New York City have given him an honorary dinner at the Astor House and assured him of their faith and confidence. Such attacks, instead of destroying him, are likely to immortalize him. The attacks of the reactionaries immortalized Wycliffe in the fourteenth, Knox in the sixteenth and Wesley in the eighteenth centuries.

An official Baptist paper reports that a fundamentalist of national vogue used such language in a pre-convention meet-

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ing in regard to those who differed from him "as should never be used in any meeting using the Baptist name."

The fundamentalists are not idle in their desire to capture the Y. Take an example: In a city of medium size they attempted at the annual meeting this spring to gain control. They put several progressive business men off the board of directors and filled the vacancies with men of their own kind. To accomplish this they packed the meeting with the members of several church men's Bible classes. They then notified the general secretary to resign. This is what happens where the advice of the editor of The Association Forum is followed.

But the young, college-bred, socially-minded secretary took counsel. He was advised to fight it through; and he did, with the result that a social statesman was made president of the board, all the standing committees of the organization were saved from the disrupting influence which had threatened the entire organization, and the Association is going strong along progressive lines.

We are not left in doubt as to what the fundamentalists generally are fighting for. Their recent world's convention laid down their program. Their attitude toward those who differ from them is as follows:

"The withdrawal of financial and moral support from all church schools"; "The immediate revision of all text books"; "Compulsory measures to enforce all teachers to sign annually a statement of creed" which corresponds to the fundamentalist theory, including a "personal devil" and a "literal hell"; "Political and financial pressure brought to bear upon all tax-supported schools in order to eliminate both text books and instructors teaching any form of evolution whatsoever"; "The rejection of the uniform interdenominational Sunday school lessons"; "The compulsory resignation of all pastors, evangelists, and Sunday school teachers" who differ from them; "The organization of a fundamentalist society within each local church for the purpose of propaganda"; and more of this kind.

Even if the fundamentalists were right, are they following Jesus' example in their methods and spirit? When Jesus was asked to reprove and prohibit a worker of whom the disciples did not approve, he said: "Forbid him not, for there is no man who shall do a mighty work in my name and be able quickly to speak evil of me. For he that is not against us is for us. For whosoever shall give you a cup of water to drink because ye are Christ's, verily I say unto you, he shall in no wise lose his reward." Jesus made that reply to John who had said: "Teacher, we saw one casting out demons in thy name and we forbade him because he followed not us."

WHAT then shall the Young Men's Christian Association say to Youth? We will say: The fundamentalists are welcome to participate in our organization if they can get along with equally good men from whom they differ, but they shall not control it nor wreck it. Their present idea of rule or ruin we will not tolerate in our administration.

And some one asks: Shall we then turn this organization over to the liberals? Fortunately they have different methods and we will say to them in all fairness: You are to feel at home with us because you are Christian. We will respect your minority.

And to the conservatives? Do not be afraid; the world goes forward. Jesus' is the law of eternal growth, progress and challenge.

And we will say more than this to Youth: This is a Youth society; it is yours. In it we are not to worship our ancestors. We invite you to use your own organization and master it in order to put the teaching and example of Christ literally into control of the economic order, which presents the greatest challenge of the country. Within the Association the issue has to do with factions. The Association must be broad enough to make men of differing views feel at home within its organization. Otherwise it will become a class society. It must recognize the rights of minorities. It has not always done so in the past.

And we must say still more to Youth: At Atlantic City, in convention assembled, by an overwhelming voice our legislative convention took up the march of progress. It gave to student, industrial, railway and other branches new spiritual liberties. It decided to reorganize completely its national loose federation and attempt a workable unity. It applauded Fosdick to the echo, and listened in silence to those who attempted to throw the movement back into the arms of the past.

But we must acknowledge frankly that the Association's national industrial department is disorganized and without adequate objective. Its religious department is without a head. It waits, almost helpless, in spite of giant efforts to galvanize into spiritual activity its mammoth organization —waits to be inspirited by the ambitions and enthusiasms of Youth. The student branches in over 700 colleges are the most completely controlled by Youth of all the Association units, and it must be said that they, by and large, are the most responsive to the idea of putting the Christian life into actual practice—that is, of social religion. On the other hand, the Industrial Department in practical operation shies at the Social Creed of the Federal Council of Churches. The city associations, together with the Industrial, should be as nearly related to the industrial problem as is the Association of Rabbis, the Catholic Welfare Council, or the Federal Council of Churches, but, as every one knows, the Association avoids such convictions.

The Association, which is avowedly a religious organization and embraces in its membership thousands of men connected with industry, cannot save its soul and at the same time continue to side-step the great problems of making the life of Jesus effective in this industrial nation. The Association must either give up its ideals or practice them. It is not enough for its industrial department to serve meals, purvey beds, provide helpful recreation, meetings and creature comforts at the joint expense of the corporations benefited and the employes who pay the fees. This would be all that is required at the hands of the Association if it had not historically and times without number adopted and re-emphasized a religious basis, namely that it would insist upon the teaching of Jesus being put into life.

Youth, our society is yours. Almost a million of you belong to it. Ten thousand of you are enough to inspirit it, and the power of self-expression in organization is already yours. You are within it. It is a Youth society. Do not let it dwindle into a charitable hobby of the noble and middle-aged rich.

ROBERT E. LEWIS

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Our Unfinished Job in Europe

By Bruno Lasker

NOT a few who heard Secretary Hughes at the National Conference of Social Work describe the gratitude of the world for American generosity had the uncomfortable feeling that what he was discussing did not represent a vital movement but a historical and almost closed chapter of American social work. For it was only this spring that several important national social agencies that had been foremost in the extension of American life-saving and reconstruction effort abroad had announced their plan to suspend those activities in the near future or to curtail them considerably. Nevertheless, the reception of Mr. Hughes' speech, and indeed many other recent incidents, point to the fact that there has been no change in the sense of responsibility felt by socially minded Americans toward suffering humanity. And no matter how divided in their attitudes toward the policies and programs of the great relief organizations, the people of America all feel proud of the record of the American Relief Administration and of the American Red Cross. Now as ever they desire the latter to be ready to help in cases of sudden calamity, no matter in what part of the world, and to cooperate with the analogous organizations of other countries in permanent international works of social rescue and betterment.

It is true that what remains of American relief operations abroad—the intimate reconstruction work of such bodies as the Friends Service Committee, the American Committee for Devastated France, the Joint Distribution Committee, and the like, bodies engaged in the working out of long-range programs—is not supported so amply as to give it its highest potential effectiveness. On the other hand, among the initiated there is greater appreciation than ever for the advances in technique not only in the work of such bodies as these but also in that of the great foundations that do not appeal for funds.

Yet there is a general feeling—not least in some of the organizations concerned—that American social service abroad has definitely entered upon a new stage, just as a generation or two earlier the adoption of complex social, medical and educational programs marked a departure from the relatively simple evangelical character of American missionary effort abroad. Before discussing possible new fields for the expression of America's good will toward mankind, let us briefly review the nature of present American social work abroad. In the accompanying boxes is given a summary of that work, arranged by countries—but limited for the purpose of this discussion to Europe and the Near East—as it stood on June 30, when several of the most important agencies, having accomplished their goals, were quitting the field. Briefly this work may be classified in three groups, though several agencies are active in more than one of them:

1. Emergency relief, such as the recently completed work of the American Relief Administration in Russia, the refugee work in the Near East, the Central Committee's operations in Germany and Austria, the earlier work of the Joint Distribution Committee and, to some extent, the orphanage work of the Near East Relief.
2. Industrial, agricultural or social rehabilitation, of which the Friends' work in Austria is, perhaps, the most striking example, although some relief is combined with it, and which also dominates the work of the American Committee for Devastated France, the Friends of Soviet Russia, and the like.
3. Demonstrations of American methods of social work which are in advance of those traditional in the countries concerned, intended not only to rehabilitate a particular group but also to stimulate native organizations to accept similarly advanced ideas. Of this the Argonne Association, a great deal of the work of the Rockefeller Foundation, that of the Serbian Child Welfare Association and of the American Women's Hospitals may be cited.

It is interesting to observe in passing that the mental attitude which characterizes the second and third of these forms of action has not been without its influence on the first also. Indeed, there has been a growing application to American relief work abroad of the newer aim in American family welfare work at home which, not content with the successful treatment of symptoms of distress or the relief of destitution, is directing itself to the rehabilitation of the family and, where possible, its advancement to a higher level of living. And this implies willingness to depart from ready-made rules and to regard each "case" as a separate project, requiring the most careful diagnosis and prognosis.

As regards emergency relief, opinions on the need for its continuation are necessarily divided. Those, for instance, who have family links with some foreign country that has been helped, will be inclined to see its claim on American philanthropy as a more urgent one than those who can envisage the claim of the outside world as a whole.

Our larger relief agencies have developed a technique for gauging the need for relief in the countries where they operate both quantitatively and qualitatively. It is true they have been accused at various times of letting their decisions be influenced by sentimental or political bias; but on the whole they cannot be charged with attempting to continue operations after they ceased to be necessary in order to keep their organization intact, or of withdrawing from the field without assuring themselves that there were native or other agencies in the field that could be counted on to help in the transition from outside aid to self-help. In any case, for a realistic treatment of the present situation which seems to call for a new deal all around, it is best not to revive old controversies and to bring up against these agencies their past sins. In any new program it is more important, first, to assure the relief agencies of such popular support and understanding that their policies will constantly be under the scrutiny of an enlightened public opinion; and, second, to recognize that their functions are limited in their very nature. To expect a national relief organization to enter into activities for which it has neither the power nor the personnel, merely because a convincing argument can be advanced for a form of American cooperation different from that of relief, is not reasonable.

While the appeal for relief work abroad, when and where needed, is clear and moves a large section of the American public to support, the reasons for American participation

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in rehabilitation projects are not so obvious or generally appreciated. The question may well be raised: why should America underwrite extensive rehabilitation services in foreign lands, since the need for such services arises from political conditions over which America has no control, and since they represent a first claim on the governments primarily concerned? The argument that we must help build up the devastated areas of France or Belgium or Serbia because

What Goes On In Russia

The following summary, like those appearing on the succeeding pages, is based on the results of an inquiry directed to the principal agencies concerned as to the present extent and character of their operations and their immediate plans

THE American Relief Administration has completed its operations, not only in Russia but everywhere in Europe. Sufficient supplies in bulk to last till the harvest have been made over to local organizations, to maintain the child-feeding kitchens and such institutions as have been supported in the past. The leave-taking of the administration's officials, as the cables have told us, has been accompanied by demonstrations of the most cordial good will, both on the part of the government and of local workers. Beds and accessories, instruments and standard drugs supplied to a majority of the hospitals in Russia will for a long time remain a memorial to this great chapter of American aid.

The American Red Cross has not, for some time, been active in Russia itself, but in three different parts of the world is caring for Russian refugees. Those in and around Constantinople—160,000 during the period of maximum exodus, three years ago—have been considerable reduced in number, partly through their ability to find self-support and partly through evacuation to other countries, notably Jugoslavia and Bulgaria. In July, the joint organization of the League of Nations, the American Relief Administration and the American Red Cross for the relief of these refugees in Constantinople came to an end; but the Constantinople chapter of the latter expects to give occasional assistance to the four thousand or so Russians who remain in the city and are on the whole self-supporting. The China Central Committee of the American Red Cross is still helping Russian refugees in Manchuria and in Shanghai; this work is likely to continue for some months but the numbers and expenditures involved are no longer large. The American Red Cross Chapter at Manila, with the aid of the Russian Refugee Relief Society, is looking after the refugees in the Philippines; of an original 1600 who last fall fled from Vladivostock, about 600 have come to the United States, but others are still coming.

The friends have been feeding approximately 300,000 famine sufferers in the Uyezds of Buzuluk and Pugachev (Gubernia of Samara), and in the Bashkir Republic, until the gathering of the harvest in August. Hereafter it is expected that large-scale relief feeding will no longer be necessary, and that the work will become primarily that of reconstruction.

There will be a joint unit of twelve American and twelve English workers, supervising and collaborating with twenty to fifty Russian assistants. The minimum program of the unit for the coming year calls for the expenditure of $150,000, and this program will be expanded as rapidly as additional funds can be secured.

The American Friends Service Committee contemplates continuing work in Russia as long as the relations between Russia and our country are such that misunderstanding, the isolation of any people from the rest of the world, and the danger of war result from them. The program will consist in the expansion, along the following lines, of the reconstruction work which the mission has already been carrying on in conjunction with the relief feeding:

I. AGRICULTURAL RECONSTRUCTION. Primarily buying horses in districts outside the famine zone, and selling them to stockless individual peasants on a non-profit-making basis. An initial capital fund of $35,000 will provide for this work, and the proceeds of the sale of the horses to the peasants will be turned back into this fund to go to the purchase of more horses. Work will be carried on in cooperation with the government department of agriculture, but will be entirely under the direction of the Friends' Mission.

II. MEDICAL AID. This work will comprise the following chief divisions:

1. *Work for mothers and babies.* A minimum of fifteen Russian doctors will be employed to do welfare work of a kind done in America by county welfare workers.
2. *Anti-malaria work.* This will embrace maintenance of clinics for the treatment of malaria sufferers and an educational campaign for the prevention of malaria. This work will be in harmony with the plans of the health department of the government, but will be entirely under the control of the mission.
3. *Assistance to hospitals.* This will include the subsidizing of a certain number of free beds and provision for repairs, sanitation equipment, etc., in the hospitals in the Friends' district.
4. *Medical aid for the children's homes.* This work will be carried on through the local Russian doctor.

III. CHILDREN'S HOMES AND ALLIED WORK. Children's Homes in poverty stricken famine districts, where the local taxes are inadequate to provide for proper care of the children, will receive supplementary food, clothing, medical assistance, etc., from the mission. The latter will also assist in the educational work of the homes by helping to equip schoolrooms, and to provide school supplies.

The American Medical Aid for Russia is now a subsidiary of the Quakers and maintains no separate personnel in Russia; the funds it raises are used for the relief of physicians and nurses and the purchase of medical supplies. The organization also has sent in the last few months clothing, drugs, instruments, hospital supplies and scientific literature contributed by doctors and nurses and the drug and hospital supply trades.

The Friends of Soviet Russia continues to raise funds, especially for the purchase and transportation of agricultural machinery; but apparently the unfavorable publicity given this effort, which is backed by American labor organizations, has somewhat lessened its popular appeal.

The American Women's Hospitals likewise confines its Russian operations to special aid rendered the Friends Service Committee.

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Poland

THE "maximum program" of the Friends for Poland, approved by the American and English home committees, requires an expenditure of $50,000 in the present financial year, most of it still to be raised, and a staff of ten. It consists of housing reconstruction and the carrying on of industries, as in Austria, the carrying on of two sawmills, the hauling of timber and the opening of a training school for workers among children, in affiliation with a model orphanage for which the American Junior Red Cross is collecting funds and which has the interest and cooperation, though not financial support, of the Ministry of Social Care.

The Rockefeller Institute, in addition to the general Central European services listed under Germany, has pledged $212,000 to the Institute of Hygiene at Warsaw.

The activities of the Joint Distribution Committee—although the account available does not differentiate operations and expenditures for the different countries in which they are carried on—may perhaps be listed here because Poland and Russia are the two principal countries aided. On June 1, the committee had in Europe fifty American employes and many more native ones. The average monthly expenditure of the commitee's various activities, including direct relief, medical, child care and reconstruction, between January and June of the present year amounted to $454,000. The committee does not desire to extend its direct operations for longer than absolutely necessary but will hand them over to local agencies when possible without detriment to those who benefit. Studies are now in process to determine whether, when the need for foreign relief work passes, this machinery cannot be made to serve the needs of American Jewry.

Greece

THE American Red Cross officially completed its operation for the relief for Greek refugees on June 30; but some officers remain and some of the work is necessarily continued. In early July, the Red Cross had expended a total of $2,650,000 on the relief of the Greek refugees. In June it still supplied food for more than 400,000; in addition, medical supplies and clothing have been provided in large quantities, and sanitary measures of a comprehensive character have preserved a surprising freedom from epidemic diseases among the refugees. It is stated that the rate of mortality in the refugee camps in May and June was less than in the normal population.

International consideration of the proposal made by Secretary Hughes with regard to future help for Greece some months ago, has been proceeding slowly at Geneva, where the Finance Committee of the League of Nations has discussed the subject. Its plan is now under consideration by the Greek government; broadly it includes a foreign loan conditional upon a loan by the Greek banks to their government and the establishment of a Greek Settlement Society for the purpose of gradually breaking up the concentration camps and distributing the refugees on land to be provided by the government. With the signing of the Lausanne Treaty and the consequent reduction of Greek expenditure on armaments, there has been great improvement in Greek exchange; and, since the harvest this year also is unusually good, the situation is now looked upon as promising.

England

THE Rockefeller Foundation has pledged this year 1,205,000 pounds for buildings and endowment of the University College and Medical School, London.

Serbia

THE Serbian Child Welfare Association of America maintains a staff of five nurses overseas to continue, through native organizations, the much bigger effort, under Dr. R. R. Reeder's administration, during the last few years.

The American Women's Hospitals is assisting the Health Department of Serbia in the administration of the hospital at Veles and is contributing to the establishment of a children's hospital at Skoplje. Serbia also, of course, participates in the general program of medical and nursing aid of the Rockefeller Foundation.

Czecho-Slovakia

IN addition to these services, which in this country are particularly fruitful because of the close cooperation given the government in the establishment of its public health service in recent years, the Rockefeller Foundation has pledged 27,00,0000 Czech crowns to the Institute of Hygiene at Prague, and made a small allocation for the study of health activities under the Ministry of Health.

Belgium

HERE the Rockefeller Foundation, in addition to its other services, has pledged Frs. 40,000,000 for new buildings and endowment of the medical school of the Free University of Brussels.

in the war we were associated with these nations is obviously an unsound one. The desire to render such help springs from the same source as the desire to save lives, and not from political obligation; it is a desire, moreover, of a higher and rarer type, so that appeals for funds in aid of reconstruction efforts are necessarily limited to smaller groups. The Friends have demonstrated how, even with small means, the work of rehabilitation can be made a powerful vehicle for the expression of American good will, inspiring not only friendship for America but hope and confidence in situations full of tragedy. But it is still an open question whether we should attempt to extend the spirit and nature of that work from the limited areas where it is now applied to the vast total of the areas in need of rehabilitation. Theoretically—and especially in view of what has been said about the newer conception of family rehabilitation work—it would be easy to argue that in the great areas where emergency relief has been given, as for instance the Volga valley, or parts of the Near East, other organizations should now follow up the relief workers with extensive and intensive programs of reconstruction. But in practice that plan cannot be followed. For one thing, participation in reconstruction work requires far more intimate cooperation with the governments and native agencies and institutions of the areas concerned than relief work; and, as it happens, a large part of that territory is subject to governments with which the American people as a whole have little sympathy. Besides, the value of such work as the Friends, for instance,

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Germany

THE Central Committee, Inc., for the relief of German women and children is carrying on the work inaugurated immediately after the war by the Friends Service Committee. It was organized in August, 1922, absorbing an earlier German-American organization, with the program of collecting $5,000,000 for the next three years. In July it supplied the means for feeding an average of 650,000 children daily through about 4,000 distributing places and more than 2,000 soup kitchens. The organization cooperates with the German government, which contributes the flour and sugar, or about one-half of the foodstuffs needed, the total monthly expenditure amounting to about $200,000. The actual operation of this relief work is in the hands of the Deutsche Zentral-Ausschuss. The committee's food package department in New York distributes food packages and collects clothes which are sent both to individuals and to the German Red Cross. This department also has contributed about $100,000 of food to the Ruhr district. A number of German-American organizations recently have contributed directly to the Deutsche Zentral-Ausschuss, and the German Red Cross.

The Rockefeller Foundation's operations in Germany are limited to the support and distribution to libraries of medical publications, (see France), and participation of German institutions in a fund of $250,000 for rehabilitation of laboratory supplies, a fund of $100,000 for study and research by younger medical teachers and fellowships for advanced students of medicine and public health. The Friends Service Committee has lately collected and sent to the Deutsche Zentral-Ausschuss about $35,000 for its anti-tuberculosis activities in different parts of Germany.

France

THE American Committee for Devastated France, the principal agency in the field, last January framed a policy for the readjustment of its activities to the change of conditions since the committee's entry upon its work five years ago. While representing a curtailment of activities, the new program is looking forward to a long period of participation in the task of putting on their feet the 127 villages in the Aisne which the committee originally undertook to help. On the side of public health, the new program concentrates on the Nurses' Training School in Paris, with continuation of nursing work in the Aisne for practical post-graduate training in public health work and as a demonstration. Public libraries created by the committee are for the most part being turned over to French control, with guarantees for the continuance of such American features as open-shelf method, children's library work and the training of librarians. Some of the smaller community centers have been closed, and others have been placed under native control; in some cases activities have been curtailed or handed over to native leadership; but in each of the cantons served the continuance of at least one permanent building for the American committee's use is ensured. A permanent camp for boy scouts is being maintained. The work of construction is continued under the auspices of the Cooperative Building Society created by the committee in association with the government. Agricultural syndicates created by the committee, more particularly for the development of cooperative marketing, are to be further strengthened.

With the exception of the Carnegie Endowment for International Peace in the rebuilding of Fragniers—described in The Survey for July 15—other works of American participation in the reconstruction of the devastated area of northern France have practically come to an end. There is, however, the notable exception of the Argonne Association of America, a permanent memorial to the Americans who fought in France which supplies care and education for two hundred war orphans placed in families and, according to impartial observers, is doing a notable work in demonstrating the best American methods of caring for dependent children.

The American Womens Hospital is engaged in remodelling a block of buildings recently purchased for dispensaries, headquarters for visiting nurses and anti-tuberculosis service at Levallois-Perret, and is helping the Residence Sociale to establish other dispensaries and health services. One of the most important efforts of this organization, in France and elsewhere, has been and is the conducting of training classes for nurses. This work is to be continued indefinitely.

The Rockefeller Foundation has pledged $75,000 for assisting the work of the Pasteur Institute, more particularly in training of personnel; part of a fund of $100,000 for the support of medical journals and publications and their distribution to European libraries affected by adverse exchange rates is expended in France. Some assistance continues to be given to the French National Tuberculosis Association. An office in Paris is in charge of all the work of the foundation in Europe and is making studies and reports of needs and opportunities for further cooperation. This organization will be continued so long as there appears to be the opportunity for constructive help.

are doing today in Austria, simply cannot be widely extended without losing most of its particular value. Neither the funds nor the personnel are available. The hundreds of "green boys"—as they have sometimes been called—who by their enthusiasm and character have helped the American Relief Administration to make so great a success of its operations in Russia, would be of little use in rehabilitation enterprises that require trained and expert services. Many of those who respond readily to appeals for starving children come only through a long and strenuous process of education (if at all) to appreciate and support deliberately scientific programs, slow to mature and built on service rather than material relief. While it is deplorable that the enthusiastic interest in reconstruction work in Europe which Americans felt at the end of the war has so rapidly faded away, it is not surprising.

Speaking practically, therefore, we may eliminate the prospect of the wholesale application of American aid to reconstructive efforts abroad. Nevertheless, it is important that some of the present operations be amply supported and others started. While the politicians wrestle over the question of American membership in the League of Nations or the exact nature of the cooperation which the United States might offer, ordinary folks are much more interested in the concrete contributions which America might make to the rebuilding of towns and villages, the reclamation of destroyed fields, the re-organization of institutions, re-making of roads and forests and railroads and factories. These contributions

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Austria

ONE-FIFTH of all funds collected by the Central Committee (see Germany) are turned over to the Friends Service Committee for their work in Austria. The latter believes that the time has come when constructive welfare work is the most effective way of helping Austria in her struggle for national reconstruction, emergency relief continuing as a secondary feature of the program. The staff of the mission will be reduced to six English and six American workers. As widely as possible the work will be carried on with the help of Austrian assistants and through channels provided by Austrian institutions. Though in extent and cost of operation the work of the Friends is relatively small, their program in both Austria and Russia merits a somewhat detailed statement in view of its interesting and varied adjustment to continuing opportunities for reconstruction. The plan for Austria is as follows:

I. A THREE-YEAR NATIONAL ANTI-TUBERCULOSIS CAMPAIGN. It is hoped that provision can be made for an annual expenditure of about $50,000, with four main phases:

1. *Teachers' Scheme.* Ten young women who have had experience as teachers in the state schools, and who have during the past year taken a special course of preparation under Dr. Clemens Pirquet, at the Hospital of the University of Vienna, will conduct an educational campaign in schools throughout the provinces.

2. *Assistance to Anti-tuberculosis and Infant Welfare Centers.* Many of these institutions, owing to the lack of sufficient personnel, take several months to determine whether or not help can be given to cases which apply to them. Increased help will enable them to enlarge their staffs of doctors and nurses.
Fresh milk distributions at various centers will be continued as an aid to the prevention of tuberculosis. Subsidies to the Krems Home for Tubercular Children will be continued for at least another year, and negotiations are nearing completion for cooperation with the municipality of Vienna in supporting 150 tubercular children at the home at Spinnerin am Kreuz.

3. *Cow and Bull Scheme.* By this scheme cows have been sold to the farmers in the environs of Vienna in return for milk equal in value to the price paid for the stock. This scheme, which the Friends' Mission has been able to organize on a self-supporting basis, provides a source of fresh milk for relief purposes, at the same time re-stocking the districts around Vienna and thus permanently helping to raise toward normalcy the capital's milk supply. In the same way, bulls are being sold to farmers in the provinces, where the mission secures most of its cows, in order to improve the breed of Austrian stock, which greatly deteriorated during the war. The government department of agriculture hopes to be able to cooperate in the work in the fall. A clause in the government's agreement with the League of Nations prevents it from using funds for such purposes at present.

II. MIDDLE-CLASS RELIEF WORK: This will be continued in the interests of the rank and file of the well educated classes, individual casework being reduced to a minimum, and Austrian organizations being used to the fullest possible extent. The usual routine of the work will be to ask the various middle-class trade and professional associations to recommend their most needy members for help, investigation of the needs in each case to be made by the association.

III. LAND SETTLEMENTS. The mission will continue to give some assistance to the land settlements, the amount to be proportionate to the contributions received for this purpose. A certain amount of help will be given to the original type of settlement association, but it is expected that a part of the help given will be used under the new plan of making allowance to individual settlers in order to help them to erect garden cottages for summer use. The original scheme of cooperatively building large (*Continued on next page*)

are far too small, so far, to express fully American willingness to be of help, perhaps because we have looked upon them too largely as an appendix to relief operations, not as an expression of the natural bond of common interests between American and foreign farmers, American and foreign educators, American and foreign engineers, American and foreign foresters, and so on. What is needed today is not so much campaigning for funds to enable relief organizations with diversified programs to extend their rehabilitation programs, as campaigning for more international-mindedness in all sorts of groups, from the churches and universities to the trade unions and granges, so that each according to its interests and means and abilities may extend its contributions to the public welfare beyond national boundaries. It is only thus that our aid in reconstruction the world over will be guided by common sense, technical knowledge and friendship, rather than vague aspirations or political motives.

Practically every individual in the United States belongs to some group, or to several groups, with natural associations in foreign lands; it is through these associations alone that the impulse of friendship for all humanity, voiced so beautifully the other day by Woodrow Wilson, can find its maximum development and practical realization. The Rockefeller Foundation, primarily an organization with purely American aims, is perhaps the best example we have of the extension of an interest field beyond national boundaries—and also of the success that attends cooperation when the lines between givers and beneficiaries are largely forgotten, both working together at a common professional task. Similarly in international associations for agricultural advancement, the work is essentially cooperative on a professional basis, while naturally the American organizations that participate pay a share approaching though not yet reaching the relative superiority of their means. American architects, cooperating in a spirit of professional equality, have given France one of our finest contributions to the upbuilding of its war-destroyed towns. These contacts, and others of the most diverse nature, can and should be multiplied and intensified. At the same time, it is but natural to expect that bodies with international religious or racial affiliations will continue help of a more general character to their foreign branches most in need of outside assistance; and it is to be hoped that the revival of the sense of responsibility, so apparent on all sides, will lead to greater effort.

Why should America accept responsibility for the third type of aid—advancing the tone and technique of social work in European countries? Obviously for the same reason that impels help given in the material work of rehabilitation; for in some fields such educational effort is the best help we can render. It may be objected that enough work remains to be done at home in raising backward local social agencies to the level of the best, work that will require the most enthusiastic devotion. And furthermore, it may also be objected that it is not for us to judge whether the standards and practices of social agencies abroad are inferior or equal to our own; that they have arisen from conditions and modes of thought peculiar to them, and that further development must follow their own lines rather than ours. The fact is that demonstrations of American methods where they have been made in Europe have not been resented but, on the contrary, eagerly welcomed, partly because they were carried on in a spirit of experimentation with due regard

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to material and psychological differences; also because many of these demonstrations, especially in the field of public health, were obviously directed toward the elimination of evils that know no national boundaries in their spread and therefore demanded international attention. Unfortunately, American demonstration work in Europe has not always been thus limited, and there are instances in which it proceeded from an unjustified sense of superiority without sufficient regard for differences in conditions. In the long run, however, efforts such as these eliminate themselves; their failure cannot be held up as an argument for ending the demonstration of American methods altogether. Whether from an Austrian surgeon demonstrating a new practice, English precedents in the planning of cities and building of small homes, some Danish example of cooperative organization, Swedish or Bohemian discoveries in the improvement of physical culture, Americans are always glad to learn; and we have the right to assume that other peoples are as anxious to learn from us. Perhaps it should be added that not infrequently those who come to demonstrate stay to learn; the country which is sending out its missionaries is just as apt to benefit from the experience they gather in a new environment as is the country where they labor. But that implies that demonstration work in the social field must always remain somewhat experimental in character, open to new suggestions and variations; it must be undertaken with a willingness to have its very principles tested anew.

Another objection may be urged, not without a show of reason: Given the present inadequacy of American world relations, is it not on the whole undesirable that internationally-minded Americans should be divided between specific enterprises, each necessarily limited in its usefulness, instead of pooling all their forces in a common, broad and constructive policy of applied internationalism, in politics no less than in social betterment? Does not the League of Nations, for instance, with its manifold social undertakings, offer a better channel for useful cooperation than a multitude of unconnected efforts? Will not cooperation on the highest levels be held up, and possibly hindered, by particularism in American social work abroad? We need not attempt here to take sides in the predominant political controversy, or even to express a judgment on the value of political cooperation. But is it not clear from what has preceded that in any case a multitudinous participation in cooperative efforts—along the lines of established, existing interests and associations—must enhance the sense of responsibility and the practical international-mindedness which must be at the basis of *any* effective service to the world?

True, the revenues available for overseas social work are diminishing; with the increasing difficulty of raising funds, is it not better for those who have at heart the practical expression of American good will to combine and concentrate their resources? Our answer is that the shrinkage of those revenues and of the public interest behind them is due precisely to the fact that appeals in the past have been based too largely upon general sentiment. We believe that a more diversified appeal, coming to all through the natural channels of their group life, an appeal for services in fields that occupy the center of their interest—be it their church or their vocation, their college or their trade, their racial affinity or their hobby—is likely to meet with an infinitely larger response. Moreover, the Friends' (*Continued on page* 555)

Austria

(*Continued from opposite page*)

groups of buildings has become impracticable because of the inability of the government to give further subsidies. IV. ARTS AND CRAFTS WORK. This work consists in providing needy middle-class women with materials for handwork and paying them, in return, for their labor. The embroideries, etc., which they produce are sold in England and America, and the proceeds are turned back into the fund for the continuance of the work. This work will be continued on a scale determined by the extent of the markets for its products in England and America.

The Board of the Commonwealth Fund is spending $120,000 this year for the relief of middle-class sufferers under its own administrative operation and about $13,000 for the assistance of certain special activities, notably the Weidlingau Convalescent Home for Children and the Maternity Hospital in Vienna. It does not at present expect to continue its operations after June 1924.

Near East

THE program of the Near East Relief is likely to undergo considerable changes after the recent visit of Charles V. Vickrey and John H. Finley. There are five areas of operation:

The Caucasus, (Armenia, Georgia, Azerbaijan); Persia and Mesopotamia; Constantinople and Anatolia; Syria and Palestine; Greece (orphans).

While planning to confine relief activities to its child welfare program, emergency rations and medical service to adult refugees will not cease so long as contributions are available to save any of the refugees from death. The adult refugee situation is particularly acute along the Bosphorus at Constantinople, (27,000); at the Black Sea ports and Mediterranean ports of Anatolia, (20,000); in and around Aleppo, Syria, (70,000).

The Near East Relief child welfare program in all areas includes new orphanages for approximately 16,000 orphans transferred from Anatolia to Greece; maintenance and training of 11,100 in the Beirut area, (5,000 transferred from Anatolia); 3,250 orphans in Anatolia and 6,200 at Constantinople with a constant streaming in of hundreds of newly orphaned children from the refugee camps; 1,150 orphans in Persia; 23,000 in the Caucasus (Armenia and Georgia). Besides this total of over 60,000 in orphanages, approximately 50,000 other children are under Near East Relief supervision with relatives or foster parents. The child welfare program includes industrial and vocational training for children in orphanages in order to make them self-supporting citizens and future leaders of their people. There is no thought of discontinuing this type of relief work until the task is accomplished. Training in modern agricultural methods is provided. The development of Near East industries for the production and sale of orphanage-made products is under the direction of an industrial committee, of which Henry Morgenthau is chairman.

The normal budget for Near East Relief's regular program of child welfare work is $6,000,000. The Smyrna emergency entailed an extraordinary expenditure of approximately $3,000,000, which must be made up if the orphanage work is not to suffer. The present American personnel overseas numbers 255.

The American Women's Hospitals, owing to the evacuation of the Christian population from Smyrna and other parts of Anatolia, is carrying a larger work at this time than at any time since the war.

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The Dance Is On

By Nancy L. Austin

THE dance is on. The lights shine across the well-waxed floor. The orchestra is in full swing; couples in all varieties of strangle-holds are speeding through "Yes. We Have no Bananas" and things equally jazzy. It is a pleasant sight.

As we lean against the far rail of the upper deck of the public pier, with moonshine on the most beautiful Hudson, and the mountain opposite darkly protective, confidences come easy. Life stories are told between dances.

"Are you mad? Thought you looked kinda sober." Pause. "Didn't know but you was mad 'bout Saturday."

"No, Bill, not mad, but disappointed. You have been coming to these dances for three years and you know that all grievances must be left—"

"Do you like to look at the moon on the river? Kinda nice, ain't it?" A boy's way of saying he is sorry, and a boy's way of changing the subject when he thinks he is in for a scolding. But we understand each other. Bill is the oldest of eleven children, and comes from one of the dirtiest homes I ever saw. There are many like him to whom the lights and music and a sympathetic listener are worth twenty cents admission though they seldom dance.

The crowd coming to the pier twice a week during the four summer months is a changing one. Matches are made one season; husband and wife come together the next year, sometimes with a week-old offspring for us to enthuse over. But there are other changes not so noticeable to a casual observer. In the early days our girls thought it quite an honor to be chosen by a sporty young stranger who came dashing up in a limousine. Last year four young men sauntered across the floor and found seats in the farthest corner. After they had time to "size up the crowd," they were approached and asked if they were acquainted. They laughed; "we'll get acquainted," they said. Then we watched. Two of them approached one girl after another —with no luck, and finally they all went grumbling off the pier. So far as our own crowd is concerned, all we can hope to do is to establish a standard of conduct and trust that some sixteen-year-old may be benefited. When one of our girls says, "Oh! you ought to see the way they dance in ——; it's awful," we know we have in some measure succeeded. But it takes time.

The first year kindly advances were resented. Saying good-night to all the dancers, a hundred times or so as they went down the stairs, seemed a mere waste of breath. It took one entire season for them to get sufficiently over their surprise to respond. The second year we were silently tolerated, but still not understood. The third year the idea got across, and the advances came from them. Like boys and girls the world over they were dying to talk about themselves; once the barrier was down the stories came, some comic, some pathetic, some tragic.

We have just been listening to Bennie. No one can coax him to dance tonight; he is disagreeably cross. Finally it develops that his girl's mother put him out because some other girl told her something about him, and of course it wasn't true. We fail to get all the details, but it is clear that he is satisfied to be miserable and to tell us about it; he "just ain't a-goin' to dance."

The tall young man with the shock of yellow hair is on the committee. We have known him for three years, but not until last week did we get in very deep. Then, twining his long legs around the corner post, head down, looking very much like a little boy—he is twenty-two—he said: "I got my divorce. It wasn't contested, but if it had been I had plenty of evidence."

"How long ago were you married, Jim?"

"I was seventeen, but I said I was nineteen. You see I didn't know her but three weeks. She was up for her vacation and we got married. Lived together seven months." And all the sordid details, ending with "I'm glad I have a divorce but I'll never marry again."

A pause. "Can you tell me what is the matter with you boys and girls that you marry when you're children and get into these dreadful tangles?"

Very seriously and positively, as though he had given the subject some thought, Jim replies, "Curiosity, just curiosity, that's all.'"

You noticed the bright-faced young man in the center of the floor who is having such a good time? He is always the life of the party; he steps in and does things while others are trying to get their mental processes started. One bright summer morning he left his delivery wagon and rushed across the street, all animation.

"Won't be down at the pier to-night; going to get married"—and then all about the girl. "Sure you know her; don't you remember!" Could you—no, you couldn't have the heart to dampen that enthusiasm by asking unpleasant questions that could not be answered. He was getting a new deal in the game he was playing so recklessly; we could only wish him luck. Later in the morning we put the question to a local judge.

"Do you know Tom!" Of course he did.

"How many times has he been married?"

"Oh, three or four." It was only three.

"How does he do it!"

"She gets a divorce and he goes out of the state and gets married." But he doesn't go out of the state; he gets married in town by a perfectly good Presbyterian minister. The judge shook his head and suggested that it might be called polygamy.

Some of the crowd are not boys and girls as they look to be: they are men and women who have snatched at happiness and missed. They are not a special group: they wait on you in the restaurant, in the confectionery store, in the little dry goods shops. They deliver your laundry, do your plumbing, take care of your flivver. They are part of your everyday affairs, whatever your town—children playing with life. What is their future? Only a prenatal worker, apparently, could do any preventive work with them, and I fear he would have to go back as far as Holmes suggested in his recipe for making a gentleman.

But the dance goes on.

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SOCIAL PRACTICE

Ohio Reverts

ON the tower of the main building of the Girls' Industrial School at Delaware, Ohio, is a painted clock, whose hands point always to seventeen and a half minutes past eight. For many of the fifty-four years of the school's history its progress has kept pace with the clock. By 1921 the gap between its practices and modern ideas as to the education of delinquent girls became so wide that the chief inspector of institutions of the state Welfare Department put it on the blacklist. This action amounted to advising committing judges that the school was no longer a fit place for the state's incorrigible girls.

For the decade ending in 1922, Mrs. John McNamara had been the titular head, the chief matron of the school. Her husband, Mr. McNamara, as superintendent of buildings and grounds, had generously relieved her both of the political duties connected with her position and of the unpleasant task of flogging the girls. Mrs. McNamara, it would seem, was not strong. Padlocking the girls in their rooms, whipping, "placing on silence" (forbidding the pupils of a cottage to talk with each other), shingling the hair for trivial offenses, were the prevailing aids to discipline.

There was no basis of classification other than color and venereal disease, little organized recreation, no honor system or student government. The small library was closed to the pupils, the swimming pool was dry, the gymnasium unequipped. There was no cooperation with other public or private agencies interested in the same or related problems.

At last, in April, 1922, Mrs. McNamara's resignation on the grounds of ill health was accepted. Mr. McNamara, who also resigned, is quoted as predicting that a change of political atmosphere in the state would enable them to resume their positions. In the meantime, the director of public welfare sought the best woman superintendent then available. To find one was no easy task, since the salaries at this institution are among the lowest paid by any of its kind in the country. Its population is the largest. Mrs. Mae E. Stannard, formerly of the staff of the Michigan Industrial School for Girls at Adrian, accepted a three months' provisional appointment on May 1, 1922, and later when she qualified through a competitive examination before the state civil service commission, her appointment was made permanent. In the late forties, of excellent health, a mother, a person of poise and dignity, trained in some of the best institutions of this type in the United States and enjoying the respect and confidence of specialists in this field, Mrs. Stannard was received with rejoicing by Ohio social workers and other citizens interested in the work of the school. That she was not a Buckeye, however, grated on the politicians from the first.

As soon as she came she began to improve the methods, first in the obvious details, such as punitive hair-cutting, flogging, silence rule, the closed library, and the indiscriminate mingling of the returned runaways and parole-breakers with the new girls and those sincerely trying to reestablish themselves. Then she added instruction in handcrafts and dietetics, outdoor exercise, classification of the pupils by mentality and behavior, public school standards in academic subjects, organized recreation, a store managed by the girls, picnics and parties. Mrs. Stannard was working slowly but surely toward a real honor system and student government.

In November, 1922, a governor of the opposite party came into power. It matters little what party it was because neither of the major parties can be accused of affection for the merit system. The new governor, an accountant, was embarrassed by having too many friends with accounting experience and not enough, apparently, with welfare experience. He appointed for his director of public welfare a John E. Harper, whose claim to distinction seems to lie in the fact that he had served his state in the position of an auditor in the Department of Finance and in that capacity had checked over the accounts of the state institutions. Mr. Harper selected as his assistant director the Mr. McNamara who had assisted Mrs. McNamara in the management of the Girls' Industrial School. To him was now delegated the supervision of twenty-three state institutions.

Premonitions

Sensing that Mr. and Mrs. McNamara might wish to resume their residence at this farm on the Scioto, those most interested in the school's further development grew uneasy. Juliette Sessions, state president of the League of Women Voters, paid a visit to the governor early in March and asked that in the interest of the school, Mrs. Stannard be allowed freedom from political interference. The governor assured Miss Sessions that no charges had been made against Mrs. Stannard and if it developed later that any charges were made, Miss Sessions should be advised of the fact and opportunity given to meet the charges. He later confirmed this promise by letter.

On June 5, at 10:30 A. M., Miss Sessions was called to the governor's office and told that charges had been preferred against Mrs. Stannard and that she was being dismissed. At 12 o'clock a Columbus editor called Mrs. Stannard on the long distance telephone to ask if she intended to reply to the charges. This was the first intimation she had of her impending dismissal. At 12:20 a messenger arrived from the welfare director authorizing the chief nurse to assume charge of the institution and formally dismissing Mrs. Stannard.

This move had in it, however, more of despatch than neatness. The attorney general ruled that an employe of the classified competitive service could not be thus summarily discharged and the civil service commission decreed that time had to be allowed for the filing of a reply. Accordingly it was not until June 22 that Mrs. Stannard's status as a civil servant suspended under charges was established.

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Mrs. Stannard elected to exercise the right of a hearing before the civil service commission, and July 2 was fixed as its date. The attorney general, an adherent of the political party opposing the governor, looked over the situation and declined to represent the welfare department in pressing its charges, so it secured the services of an outside attorney, Randolph Walton. The governor sent a personal representative to the institution to make an investigation but to date the public has not been advised of his report.

Meanwhile Ohio women have not been asleep. Through the League of Women Voters and the Federation of Women's Clubs, two able lawyers, Alfred Bettman, of Cincinnati, identified with the Democratic party, and Stewart A. Hoover, of Columbus, a Republican, were retained to defend Mrs. Stannard. When the hearing began there were women from many parts of the state in attendance beside the battery of officials of the women's organizations. That there should be no miscarriage of justice seemed to these women essential for the future welfare of the school and for the maintenance of good government. "Unless the public can believe that there is just treatment of public servants," they said, "we cannot possibly get the right type of men and women to accept the more important positions in our civil service. On the other hand we are equally anxious that the public shall have continuing confidence in the fairness and wisdom of its elected officials and the appointing power; otherwise, the whole basis of popular government is endangered."

The Ways of the Politician

In view of the fact that but two of the many charges against Mrs. Stannard were substantiated in the least degree by the evidence submitted during the seven days that the hearing progressed, to recite them categorically is but to explore the well-worn path of the politician. The two charges for which there was what might by courtesy be termed evidence, were first, padding payrolls, and second, violating the civil service laws. On the first of these counts it was shown that in thirteen months' expenditure of something over $175,000 there were four items of five dollars each for which the vouchers had not been correctly made out by the chief clerk of the school. There was no question but that they were lawful expenditures and that the creditors had received their money, but the form in which the vouchers had been made was slightly defective.

The second sustained charge against Mrs. Stannard was that she had dismissed three laborers who were on the classified but not competitive civil service list, without notifying the civil service commission. In view of the fact that it was not Mrs. Stannard's job to enforce the civil service laws and also that the salaries for the successors to those laborers had later been duly certified by the civil service officials, whose sole job it is to enforce those laws, it is hard to see how Mrs. Stannard's guilt in the matter could be secondary to that of the commissioners themselves, if, indeed, an offense had been committed. As was pointed out by Mr. Bettman, it is a well known fact that many laborers are dropped from service by many state departments without elaborate formalities. To those who know something of the routine of public business it is a bit of a mystery that only these two trifles could be found to mar Mrs. Stannard's record.

The other charges, which wholly evaporated for want of evidence, throw many sidelights on the hazards of the job of superintending a custodial institution. No set charges in such cases would be quite complete without a reference to "cruel and inhuman treatment." In this instance out of 800 girls who have come under Mrs. Stannard's control, 17 were cited by the prosecution. Several girls, some now in the institution, were subpoenaed as witnesses, although the defense declined to ask any of the other 783 girls to testify. In two cases, the cruel and inhuman treatment consisted in failing to get food and water to two girls who had barricaded themselves in a room for two days. In five cases it consisted of using the cell in the gymnasium which is half above ground and has a window two and a half by five feet.

The use of this cell had been precipitated by the troubles which ensued at the institution when the city of Columbus began building a storage basin in the Scioto River immediately adjoining the school property. The presence of scores of men working on this project had led to several attempted runaways and hysterical outbursts of one kind and another. It was suggested to Mrs. Stannard that the cell—which had been in regular use before her advent, but of which she had not been previously informed—be used for these cases. For certain of the girls wildly on the rampage there was at that time little else that could have been done. When the laborers moved out of the neighborhood and as other means of control were developed under Mrs. Stannard's new system, she abolished the use of the cell entirely. Last September shelves were put up in this room for fruits and vegetables canned on the farm. After Mrs. Stannard had been relieved of responsibility these shelves were removed and the window tightly boarded up on the inside, so that on superficial examination at the time of the trial it gave the appearance of a dark cell. When the women asked to be shown this "chamber of horrors" they found the brand new boards and the bright, shiny nails which had been used to board up this window. They are still wondering whether those who put up the boards need a mental test or whether it was an attempt to test the civil service commissioners. All the methods characterized as cruel and inhuman in the charges against Mrs. Stannard had been in use previous to her coming and had been abolished by her in a few months after her arrival.

The log cabin and the picnic stove loomed large in the trial. The first involved charges both of "erecting buildings" without the permission of the state highway commissioner and of cruel and inhuman treatment. Helping to build the cabin and gathering the stones for the stove was cited as work too heavy to be required of any girl. The log cabin as it appeared in the trial was a veritable lodge in the Adirondacks. As seen with the naked eye it was a modest little one-room shack with kitchenette, bath, dressingroom and a porch, built for an officers' rest house. Some logs too good to burn for firewood and yet not good enough for lumber had been cleared from the land to be flooded for the basin in the river. These were used to build the cabin. The shingles had been in stock at the farm, as had the window and door frames and the other materials.

Workmen on the farm and the girls furnished the labor during the fall and early winter season last year. Rustic furniture and even rustic lampshades had been made by the class in woodcraft. Thus it had not been necessary to requisition for a single thing and so the highway commissioner had not been consulted. Such a violation of law was bound to shock the sensibilities of every right-thinking

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citizen. Never would a trained politician be guilty of putting up a rest house for underpaid employes, without expenditure by the state. It was, indeed, a dangerous precedent.

The civil service commission, in deciding the issue, had no alibi of limited powers. As Mr. Bettmann pointed out in his summary for the defense, it had power to go far beyond the mere determination of the question whether or not the charges were supported by the evidence, and could decide whether the interests of the institution would be best served by Mrs. Stannard's retention or removal. The commission had the opportunity either to exercise its unquestioned powers or to abdicate in favor of an easy-going policy of supporting the administration.

Two questions were to be answered. Is the merit system in Ohio so mechanical, as its enemies have charged, that it offers no protection to an employe with initiative, independence, vision and creative ability? Was the method of removing Mrs. Stannard to be approved or reversed? Approval would sanction a method of dismissal that would not be tolerated in any organization which made the slightest pretence of allowing an employe an opportunity to defend himself or to better his performance. It was brought out at the trial that only in one or two minor instances had the director given Mrs. Stannard the benefit of any criticism, counsel, advice or direction. Nor had he taken up with her in any way the incidents which were used as evidence against her. Instead he had secretly gathered evidence, over a period of several months, from disgruntled subordinates and difficult and defective pupils.

The two civil service commissioners split in making their decision. The commissioner who belonged to the governor's party voted against Mrs. Stannard. The commissioner of the other party voted in her favor. The divided vote sustains the action of the director of public welfare. Mrs. Stannard is removed. There appears to be no legal appeal from this decision. Thus word is passed along by the civil service commission of Ohio that it will not stand in the way of any politician in power who chooses to return to the essentials of the spoils system. And the hands of the clock stand still.

NEVA R. DEARDORFF

The Organized Social Workers of Germany

WHILE social work in Germany still retains many vestiges of its outgrowth from the voluntary good works of socially minded people, the great social changes which have occurred within the last few years have shaped it rapidly into a profession with an officially recognized status, with standardized training courses leading to a state diploma and with a strong association of the members of the profession. In this process the organized social workers and the schools for social training have played a leading part.

The training schools, thus far open only to women, have gained grateful recognition from officials in all departments of public life and, writes Dr. Alice Salomon, "hardly any important appointment is made nowadays without the condition that the diploma of a social school has been acquired." Notwithstanding the standardization through government regulation the original ideals and spirit of the training school movement have been retained. In the face of the demand of the German medical groups that the social schools should content themselves with offering a sort of supplementary course to a nurse's training, and should substitute nurse training of their pupils for the wider mental discipline which lays the foundation for more responsible work, the social schools, now numbering about thirty, have succeeded in establishing their position "that social well-being, on the whole, depends just as much on moral and economic as on physical health and that it is necessary to give equal regard to all social needs."

In 1918 and 1920 when the government issued its requirements for the state diploma, schools succeeded in securing state sanction for their curricula and training methods, which associate closely class work and practical training. In spite of the teaching difficulties involved, the government and some of the more important schools, especially the one in Berlin, have declared against an entrance requirement which specifies an extended preparatory or prevocational course. Instead, an entrance examination, open to any one twenty years old who has had an elementary education and certain kinds of experience, is used to find candidates who will profit by the training offered in the social school.

This policy is due, says Dr. Salomon, on one hand to the intense desire on the part of workingwomen to get a chance of rising as fully equipped workers into the social profession and on the other hand to the tendency of the present government to throw open the road to higher positions to gifted candidates from the ranks of labor. The teaching staff of the Berlin school is convinced that this policy will result not only in the preparation of a number of very competent workers but in a greater confidence in social work on the part of the beneficiaries of all these efforts.

The courses leading to diplomas extend over two years of work at the school and a year's probationary work. Diplomas are not granted under the age of twenty-four. The first year of the course is given entirely to an introduction to social effort as a whole. The second year is devoted to the more intense study of the particular field of work—public health, child welfare or social work of an economic or general character—for which the student is preparing. In the practical training it is the rule in some of the schools to assign a student to one agency for a whole year. It is expected that the student will thus gain a knowledge not only of casework but of office and committee work. This is done with the idea that a student, having gained considerable experience in the various aspects of a single organization will be enabled to find her way in another field better than if she had acquired a superficial view of the working of a dozen different agencies.

The state examinations for the diploma require a paper written in class and an oral examination covering both theory and practise. The subjects for examination include physiology, personal and social hygiene, psychology, pedagogics and child welfare, social institutions and the poor law, economics, civics and social policies. The students are examined in three groups and special emphasis in the examination is placed on those aspects of these subjects which relate to the special field chosen by the students of each group.

Thus is briefly sketched the provisions for the selection and education of the recruits for the profession of social work in Germany. How does this group expect to advance its professional status and protect the gains which it has made?

This responsibility, it would seem, now devolves upon

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the Association of Social Workers in Germany, with members all over the country and about fifty local branches. The members pay dues of one-half per cent of their salaries. The avowed purpose of the association, which stands on a par with other organized groups of professional, trade and industrial workers in Germany, is "to take care of the interests of professional social workers regarding their mental development and their economic position and to raise the standard of work."

The inferior working conditions and low salaries had led in 1916 to the formation of two associations of social workers, one non-sectarian and one composed of Catholic workers. The social workers of the Protestant churches adapted their organization to serve similar purposes. Thus was created in the ranks of the social workers an alignment characteristic of German politics and trade-union grouping. To overcome the weakness inherent in such division the three associations have amalgamated for the maintenance of a registry office, for the publication of a magazine and some other purposes. There are joint committees on the affairs of municipal and state employes and on the concerns of social workers employed by private institutions. There are also joint sections of child welfare workers, industrial welfare workers and women police officers.

One of the burning questions from the beginning has been how far the association should use the methods of trade unions when other methods of improving the conditions of their employment prove ineffectual. The general attitude is that, although social workers must of necessity be concerned with economic security, they must modify those methods in the light of their peculiar obligations. A strike would, for instance, primarily hurt the poor and increase their distress. The activities of the association have, therefore, been directed toward negotiation to secure a schedule of standardized salaries toward various methods of mutual aid, such as relief funds for unemployed members, toward the organization of courses for the advanced training of members and toward representing the claims of the profession to public officials, municipal authorities, state boards and parliamentary committees.

Partly on account of this moderate policy on the part of the social workers and partly on account of a clash of interest, the association has incurred the violent opposition of the union of municipal employes which has always been directed by extreme radicals. The clerical and other minor employes of the municipal administration resent the entrance of trained social workers—mostly educated women—into their former domain and claim that all of the social work should be done as a part of their routine. They also resent the social workers' claims to be grouped with the higher municipal officials. The social workers have been forced to put forward this claim because it frequently happens at present that the municipally employed social worker finds herself the subordinate of a clerk in charge of an office who has no qualifications for judging of the quality of her work. The association has therefore stood for the separate organization of the social work done by municipalities and the supervision of the minor positions in social work by social workers higher up in official rank.

Thus far the association has succeeded in securing the adoption of a definite system of salaries and in some cases securing a higher official status for social workers. Practically, this means that their appointment is on a permanent basis, that they cannot be dismissed except in case of grave failure and through disciplinary proceedings and that they get the regular salary and pension of an official. The relation of the social worker to government service has been for the social workers of Germany as it is for those in America a difficult and perplexing problem.

BELIEVING that neither the standardized large-scale vacation nor the helter-skelter rushing about which is often the alternative necessarily results in greater health and happiness, a district office of the New York Charity Organization Society undertook to assist each of its families to plan a summer adjusted specifically to its needs and resources. The staff resolved that children were to be sent only to hosts and hostesses with whom a definite understanding had been reached in regard to diet, recreation and freedom. Some children did not need to get away; others needed highly specialized health supervision and care over a long vacation period. Discussing the outcome of the experiment in The Family, Jean M. Lucas reports, "Best of all we discovered a new use for relatives. So many of our clients boast an aunt or an uncle in the country. We had half forgotten them after learning that they 'could not help because of a big mortgage.' We wrote again and found that they would be delighted to have the city cousins come for the whole summer! Even a long trip pays when three little people are to be away for eight weeks. . . . If one doubts the wisdom of such vacationing, he should see the results. There is a new light for tired eyes and fresh courage for weary hearts in joining old friends and relatives that would never come from the most palatial homes." As for the workers and their part in the business, Miss Lucas adds, "One has ceased to regard Fresh Air as another Moloch whose capacity must be appeased."

ARTICLES in the Survey Midmonthlies of May and July referred to recent old age pension legislation in Montana, Nevada and Pennsylvania as the first of the kind in the United States. They should have described it as the first legislation of the kind passed by state legislatures. The editor of the Eagle Magazine calls our attention to the fact that the territorial legislature of Alaska provided as early as 1915 for the granting of a pension of $12 per month as an alternative to taking care of the applicant in the Alaska Pioneers' Home. In April of this year the act was superseded by a new law empowering the board of trustees of the Home for Pioneers to grant pensions of $25 per month to men at the age of 65 and $45 to women at the age of 60. To be eligible the applicant must have lived and worked in the territory for the fifteen years immediately preceding the application. Pensioners are, however, at liberty to reside outside the territory, if they prefer, without forfeiting their rights to the pension.

AMONG the gains and losses of the 1923 legislative season, Wyoming offers a bright spot. Before this year this state was among the most backward in its child-labor legislation; this year it has at a bound gone to the front rank. Its new law brings Wyoming up to the age, hour and night-work standards of the now invalid federal statutes; and also requires a physician's certificate of fitness before work permits are issued. Grace Raymond Hebard of the University of Wyoming calls our attention to further advances in legislation. The state accepted the provision of the Sheppard-Towner Act; set up a child labor commission; reduced the legal hours of women's work from ten to eight and one-half (with certain exceptions); authorized the adoption of the commission-manager form of city government; authorized cooperative marketing associations; and took steps toward the construction of a girls' industrial institute and the first section of a tuberculosis sanitarium.

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HEALTH IN INDUSTRY

Safety Plus — A Minimum Program

IN considering minimum standards for the health of industrial workers it is impracticable, if not impossible, to proclaim dogmatically permissible limits of deviation from a state of normal health. Under existing industrial conditions few labor applicants are denied employment because of physical impairments or ill health.

The problem of ill health among industrial workers is essentially the problem of ill health in an industrial community, though working conditions, earnings, housing and sanitation may be largely dependent upon the local industrial standards and may all affect the public health. The physical defects and diseases observed in industrial workers are for the most part the same sort of defects and diseases seen in other types of workers. Ill health in industry is only to a relatively slight extent directly attributable to the influence of specific industrial health hazards such as those of poisons or dusts. The debilitating effects of industrial activity, when such exist, are usually manifested in more subtle, less tangible ways than through the recognized industrial diseases.

The first group of individuals concerned with the health of industrial workers is the workers themselves. Ever since an early candidate for the field of social service incredulously exclaimed, "Am I my brother's keeper!" we have endeavored to assess our interest in our brother's woes and our responsibility for them, but only in an academic sense are we who watch as interested as those who suffer.

Industrial workers themselves are primarily and immediately those who suffer from industrial ill health, but they pass on to others a large share of their burden through lowered productive efficiency, through absenteeism and consequent wage losses, and through ill nature and abnormal mental states with their many misshapen progeny.

To the workers themselves we cannot offer minimum standards for health but only rather visionary standards of intelligence, of knowledge and behavior; standards of education; standards of judgment regarding evidence of ill health, and standards of common sense in the selection of agencies for the relief of disease.

The other, more inclusive group concerned directly with the problem of health in industry also numbers many of the workers, who in this new scene appear as citizens of their respective industrial communities; it embraces labor organizations, employers and industrial managements, governmental supervisory bodies such as industrial commissions and boards of health; hospitals, doctors, nurses and other devotees of the great goddess Hygeia; and the public, serving as mob—militant citizens bearing spears about legislative lobbies, ordinary citizens carrying golf clubs or umbrellas under which to retreat from the rain of civic responsibilities.

There is a close interrelation of the activities of the various members of this intricately constituted group. The maintenance of industrial health is so truly everybody's business that it is fortunate that it has not become nobody's business. Each member of the group has fairly definite responsibilities and in connection with these, certain approximate minimum standards may be suggested.

The employers of labor cannot escape the consequences of industrial ill health whether it be due to industrial accidents or diseases or to causes remote from industry. There are employers who earnestly believe and emphatically declare that the ill health of their employes is wholly an affair of their employes. There are observed in all communities industrial executives who may be suspected of rising en masse, just after the coffee, at meetings of the local associated industries to intone solemnly their credo, "The Business of Industry is to make Goods and to sell 'em at a Profit," a sound dictum but not a very comprehensive one. All but the wasters of industry realize that permanent achievement cannot always be determined in terms of current profits. To such executives are offered these standards for consideration in their relation to the health and the industrial efficiency of their labor forces.

The group concerned directly with the problem of health in industry embraces the workers themselves; also labor organizations; employers and industrial managements; governmental supervisory bodies such as industrial commissions and boards of health; hospitals, doctors, nurses; and the public, serving as mob—militant citizens bearing spears about legislative lobbies, ordinary citizens carrying golf clubs or umbrellas under which to retreat from the rain of civic responsibilities. The maintenance of industrial health is so truly everybody's business that it is fortunate that it has not become nobody's business.

1. *The payment of adequate wages to workers competent in their respective employments.* Adequate is difficult of definition. It is not a question of a living wage or of a minimum wage. It should bear a close relation to the cost of economically maintaining a modest home, of rearing and educating children, and to savings. Inadequate wages bear a relation to illness and to deferred medical care which industrial management cannot afford to ignore.

2. *Assurance of continuity of employment or participation in the soundest plan for unemployment insurance which can be found.* The most inadequate of wages is no wage. The relation of physical and mental disorders to continued unemployment has been manifested repeatedly. Unemployment entails not only the loss of the many benefits of gainful labor but the antitheses of such benefits.

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3. *The provision of reasonably good working conditions such as might be acceptable to any unprejudiced, technically well informed committee of inquiry.* Familarity with untoward conditions not only breeds contempt of them, it often breeds ignorance. The management of any industrial organization might well seek counsel beyond the plant walls in establishing standards for working conditions.

The question of the hours of labor is related to that of health in only a very broad sense. Exceedingly long shifts, exceptionally arduous or dangerous tasks, and the limited physical resources of individual workers, may warrant consideration of working time in relation to health but it is not a matter regarding which a minimum standard can be put forward as a generalization.

In all reason and justice it may be required of employers that industrial processes be safeguarded in such a manner as to free workers from excessive risk of injury or disease. There are industrial processes and operations inherently, essentially dangerous. There are hazards which can be minimized but not eliminated. Work about a blast furnace or in a rolling mill must always be more perilous than work in a garment factory or a printing shop. There are, however, tasks thought by many to be unhealthful or dangerous which are only dirty or unpleasant.

Protection against industrial hazards involves attention to such matters as mechanical safety devices, adequate and proper illumination and ventilation, the removal of harmful dusts and poisonous substances, protection against excessive heat and injurious light rays, and freedom from unnecessary and abnormal fatigue.

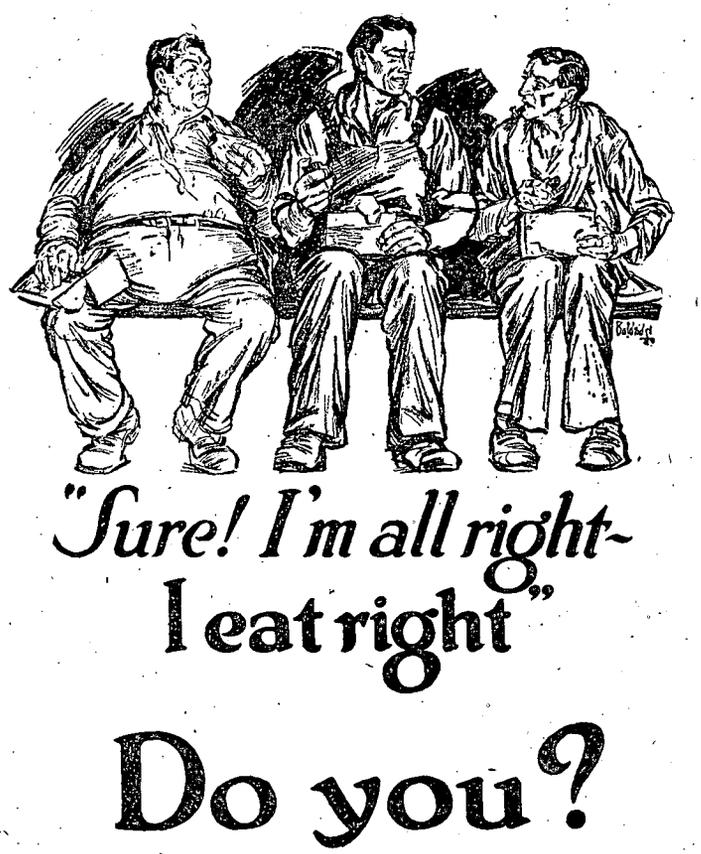
In many industries it is impossible to maintain working conditions wholly safe and hygienic, but employers should voluntarily or under compulsion provide the most efficient protective devices possible in safeguarding exposed workers, without regard for cost, commercial competition, or the technical difficulties immediately involved. If you as an ardent agriculturist demand lead arsenate wherewith to anoint potato bugs, you should be obliged to pay such a price for that sometimes deadly insecticide as will enable the manufacturer to produce the poison under conditions which do not favor frequent demonstrations of its potency among his workmen.

Since the enactment in most of the states of workmen's compensation laws providing for the surgical care of industrial injuries numerous establishments have developed plant hospitals and dispensaries or even elaborate medical departments. Many of these industrial medical services have come to occupy positions of great strategic importance in public health work. Industry has learned that the absenteeism due to illness is vastly greater than that due to accidents. Industry realizes that even though illness may not totally incapacitate it exerts a notably depressing effect upon the productive efficiency of sick workers. Supported by such knowledge a new sort of medical service has been evolved and the industrial hygienist and industrial physician have come forward to make their contributions toward the advance of public health.

Industrial medicine presents an opportunity for sound and constructive medical work which is at present probably unequaled in our social organization. It is the opportunity for constant supervision of large groups of individuals, nominally healthy, permanently placed, relatively homogeneous as regards physical and social environment, economic status and standards of living. The industrial physician is in a better position than most members of his profession to observe directly or indirectly variations in the physical fitness of the workers, is able to study disease in its incipiency and thus render possible early medical intervention.

Industrial establishments are so varied in size, in location, in the nature of their processes and the make-up of their labor personnel that it would be unwise to endeavor to offer detailed standards for the conduct of industrial medical services. It may be ventured, though, that any plant employing five hundred or more workers may at reasonable cost and with great benefit operate a medical department of some kind. To all services, of whatever magnitude, one standard is applicable—that of professional excellence.

Poorly trained physicians cannot do other than poor work.



Shop poster, copyright 1923 by the New York Tuberculosis Association

The success of an industrial medical department is dependent upon the degree of confidence which the executives and the employes have in the plant physician. If he is to hold their confidence he must have sound medical knowledge, high ethical standards and a more than ordinarily winning personality. Industrial medical service is wasteful and filled with folly if its strength is in dispensary equipment and mediocre personnel. A bohunk mill hand may appear stupid and credulous but when he comes to a physician injured or sick—he "ain't no 'bloomin' fool," you bet that bohunk sees!

The last standard submitted for the consideration of industrial executives calls for participation in the development of their local educational institutions and of facilities for the prevention and relief of disease. It calls for an investment of interest, time and money which wisely made should bring returns perhaps intangible but none the less real. Important as may be the contributions of industrial hygienists and physicians working in industrial establish-

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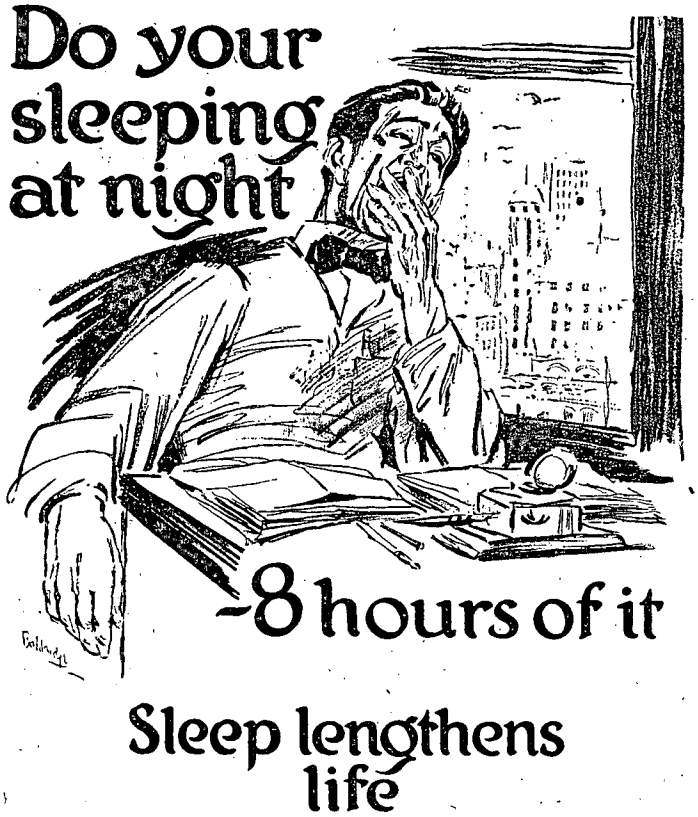
ments they are not great when compared with the services which must be rendered by other health agencies in the advancement of health in industry.

Far from all of the industrial workers in the country are employed in plants maintaining health departments. Of the remainder, many hundreds of thousands are employed where medical service is inadequate or rendered by incompetent men. Consequently it is still the task of non-industrial physicians to do most of the medical work with industrial workers if the work is to be done. Furthermore it is not the purpose or function of an industrial physician to supplant the medical resources of his community. His job is rather to guide the workers under his supervision in such ways as may enable them to make the best and fullest use of such



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resources. Private practitioners, hospitals, dispensaries, sanatoria, visiting nurses, health departments, relief and steering agencies, and many other groups constitute the forces most effective in combating industrial ill health. For these groups certain minimum standards may be proposed.

It is suggested that physicians consider the bearing of occupation upon the etiology, the aggravation or prolongation of disease; that they make searching inquiry of their patients. Such immoderate curiosity is often generously rewarded. Most physical and mental disorders are functional, and the work men do and the pay they get for doing it and the things they do with the pay they get, must be somehow entangled in disordered functions.

A fair standard for surgeons would require that traumatic cases be so handled that an injured workman would be returned to productive work as soon as practicable and with the highest possible degree of function.

A standard for hospitals would provide that their administrators do not blind themselves to their responsibility to adjust hospital regulations to meet the needs and reasonable demands of industry. Obsessed with a holy passion to minister to the indigent poor, many hospitals are reluctant or unwilling to furnish dispensary or bed care to industrial cases when the cost of such care may be met all or in part by compensation insurance companies. In certain communities it is difficult to hospitalize such industrial patients apparently because Charity is graven too deeply upon the tablets of memory of hospital trustees.

In larger communities there should be available for industrial workers, as well as others, general consultation diagnostic services and particularly those for the diagnosis of tuberculosis and of cardiac disease. Wherever possible evening pay clinics should be established, for there is at present in hospital dispensaries a wholly unnecessary sacrifice of the working time and wages of patients and a glorification of economically unsound medical practice.

Medical social workers and numerous other social workers might well endeavor to emerge from a state of blissful ignorance into a rather less blissful state of knowledge regarding the ways of industry, and particularly regarding the industries of the areas with which they are themselves concerned. It is not a matter of text-book economics or sociology, it is a matter of such things as dirty shirts and sweat, of working conditions and wage agreements, of strikes and lock-outs, of overtime and slack times, of seasonal work, of unemployment and of labor legislation. If more social workers knew more and thought more about the work of men and women it might contribute to health in industry; it certainly would make for healthier social work.

Upon all of the health agencies in any community but particularly upon those concerned with the health of children there can be firmly imposed a demand to promote the health of children of preschool age. It is doubtful if there is any other activity which can so effectively advance standards of industrial health. The reports of school physicians indicate a high incidence of important defects and disease in children of the early school grades and there is no notable net gain in the health of other children, of youth, of middle age and so unto the grave. The Tam o'Shanter of physical infirmity displays a regrettable nimbleness before a pursuing Hygeia whose nag too often develops a limp.

To the citizens of an industrial community it is suggested that they meet a minimum standard of sufficient interest in their own welfare to provide facilities for the care of infants and young children, for school medical service, for dental service, for diagnostic clinics, and a sufficient number of beds in public or private hospitals to meet the local requirements. They should further rouse themselves to such utterances as will direct a sufficient share of public funds toward the maintenance of an efficient department of public health.

For institutions engaged in medical education and research, a reasonable minimum standard would provide that there be offered medical students instruction in the problems of public health and industrial hygiene and in the industrial application of knowledge gained through laboratory investigation.

It is unlikely that any large number of people can be legislated into a state of health or that police power can do more than exert a slightly deterring effect upon the natural tendency of folks to be more often sick or injured than they need to be.

The relatively simple task of controlling industrial ac-

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cidents and diseases due to industrial hazards, fails of accomplishment largely through lack of intelligence or comprehension in plant executives and workers, because in many instances no effort is made to inform workers fully regarding the dangers which attend their work, and because of the spirit of adventure which induces men to disregard known risks.

State industrial commissions can with advantage extend their functions to include not only routine inspections and investigations following complaints but also educational and research activities.

The labor laws of most of the industrial states furnish generous authority to bodies charged with the responsibility of maintaining safe and healthful working conditions. State legislatures do not, however, furnish appropriately generous budgets. It follows that a task demanding much technical knowledge is placed too often in the hands of ill trained field and supervisory personnel. To demand the maintenance of reasonably safe and healthful working conditions is not unjust interference with the internal affairs of employers. Unintelligent criticism by poorly trained inspectors is, however, naturally resented. The advancement of industrial health requires that governmental labor bodies be given such authority and funds as may enable them to render a necessary service efficiently and economically. The prevention of industrial accidents and disease is not ultimately expensive.

In most of the states workmen's compensation laws are now in force. Many of them do not provide for compensation for industrial diseases as distinguished from accidents. This failure of certain states to consider as compensable, diseases definitely determined to have arisen out of conditions of employment, indicates essentially a lack of understanding of the purpose of compensation legislation, which is to distribute the economic burden of industrial casualties and physical disability. Many of the current difficulties attending the operation of compensation laws would be minimized by the practice of more and better medicine, of less and better law, and by claim agents less often forsaking the ways of fact for the more pleasant paths of expediency.

Minimum standards for industrial health would provide for workmen's compensation legislation including compensation for industrial disease and for such medical benefits as may be required to safeguard the interests of sick or injured workers.

The advance of the health standards of workers in industry cannot be secured through the efforts of either the workers, or of their employers or of many community health agencies alone, but only through the combined efforts of all these groups. The future physical and mental health of industrial workers must be determined by composite forces of technical knowledge, of common sense and conscience.

WADE WRIGHT, M.D.

Poster from the Union Health Center

The Union Health Center

THE International Ladies Garment Workers' Union of New York City has a local membership of about 80,000 men and women—a more or less homogeneous group with almost all the health problems of a small city. About three years ago, seven locals of the union organized the Union Health Center at 131 East 17 Street for the purpose of assuring their membership of expert medical and dental service at nominal fees, and above all for the purpose of conserving the health of the workers and instilling into them a health consciousness as well as an economic consciousness.

The Union Health Center is therefore the first health department of a trade union to be organized in the United States. The medical department is divided into the regular diagnostic clinic and the other clinics to which the diagnostician refers necessary cases—the ear, eye, nose and throat, lung, heart, orthopedic, gynecological, etc. Every applicant to the union must have a thorough physical examination before he is admitted to the union. A fully equipped X-ray department occupies the third floor of the Union Health Center and X-rays are taken at the minimum fees of $3 and $5. A complete drug store has also been established in the Center where all prescriptions are filled at the minimum rates of 25 cents and 50 cents.

The dental department at present has ten fully equipped dental rooms in constant use. Prophylactic and preventive dental work is the chief aim of this department. The fees in this department are also nominal, depending upon the particular job to be done.

The health education program of the Health Center is an important phase of its preventive work. Classes are conducted at the Center in anatomy, physiology, personal hygiene, shop hygiene, and corrective exercises. Illustrated lectures are given on health topics of vital interest to the worker and all health questions are answered at these lectures.

All physicians and dentists are paid for their services on the period basis. It is the aim of the Health Center to be self-supporting and to assure the worker of the personal interest of his trade union in his health.

THERESA WOLFSON

The Ineffectual Personality

THE first stage in the industrial application of medicine represents an effort to control disability from injuries, poisonings, and a few diseases the cause of which can be traced to the immediate effects of working conditions. This first stage has already become well recognized as a community interest, and is represented by laws for the enforcement of its practical achievements.

A second stage may be defined in the expansion of medicine in industry to care for non-industrial disability. Such

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disability usually comprises a large portion of the total loss to industry through disease and injury. The feasibility of control of such diseases also is recognized in industry, and provisions for such control are already found in the health service departments of most well ordered plants.

The detection and control of gross defects, industrial or non-industrial, are, however, not fulfilling the earlier hopes of industrial medicine. Apparent physical perfection does not guarantee the highest degree of efficiency on the job. Nor are physical defects the sole causes of disability. Failure to do the day's work is, in many instances, the result of aggravation of physical handicap by various influences, such as family circumstances, the advice of friends, or mere superstition.

Our problem then becomes the investigation of a great group of ill-defined nervous or mental disorders, manifested by vague physical symptoms, or perhaps in peculiarities of temperament, or traits of character that often come only to the attention of employment management, or of those immediately concerned with directing labor.

"Just Nerves"

For example, an ex-service man twenty-eight years old, soon after return to civil work as a truck driver, was affected with frequent attacks of nausea and vomiting. The attacks came on suddenly with no relation to food or other known circumstance. He often had to stop his truck and lie down by the roadside. This man's disability created a serious employment problem. Careful study by two hospitals and a special consultant found no organic disease. An accidental glance at a letter concerning his condition suggested to this man that his trouble might be due partly to his "nervous temperament." This new idea seemed to unloose his confidence and led him to relate certain events of his naval service that had left extremely distressing worries, which he had not told to any one before. Following a free discussion with the physician, which seemed to convince him his trouble was mostly "nervous temperament," the man's symptoms disappeared and he was able to continue his work without interruption.

Rx: A Sense of Humor

A salesgirl of twenty-eight years who had visited numerous physicians and dispensaries and hospitals for chronic constipation presented a different problem. The most careful medical studies found nothing but "chronic constipation." This girl's extreme depression and melancholy outlook was at one time considered a hopeless handicap from an employment viewpoint. The weight of her burdens was such as to be felt almost physically by any one hearing about them.

A specialist of nervous disorders who saw her when the employment division despaired of her prospects as a worker, pictured her first interview with him in these words: "She sits down in my office with an utterly hopeless air that says 'here I am with my troubles, take them away if you can, there are plenty more where they come from.'" Several visits to this physician, especially experienced in personality difficulties, succeeded in kindling a spark of hope. Reading the book, Outwitting Our Nerves, helped to establish this new viewpoint. The efforts of nurses and physicians of the store health department continued the task of buoying the girl's personality and lightening its burden of depression. During the year following her first visit

Big Six Opens Its Own Clinic

TYPOGRAPHICAL UNION NO. 6, New York's "Big Six," has opened a health clinic for the benefit of its 9,000 members. The union has appropriated the sum of $3,500 to defray the cost of medical and technical services during a three months demonstration, at the end of which the members will be asked to decide whether the services rendered are of sufficient value to warrant making the clinic permanent.

The clinic is situated in St. Mark's Hospital, which has generously given the free use of quarters and the necessary equipment for the period of the demonstration. Big Six has entrusted the organization and direction of this clinic to Dr. Louis I. Harris, director of the Bureau of Preventable Diseases of the Health Department of the City of New York, who is contributing his services because of his interest in this enterprise as it relates to public health. This experiment is due to the initiative of the president of the union, Leon H. Rouse, who has been aided by the secretary, John S. O'Connell, as well as John Fahey of the Benefit Board and Edward C. Rybiski of the Committee on Health and Sanitation. It is the logical outgrowth of a group interest in health which had its beginning in 1907-08, when examinations made with the cooperation of the New York Tuberculosis Committee disclosed the fact that 25 per cent of the union membership was infected with tuberculosis.

Examinations and medical service are offered free of charge to any member desiring such service. The medical examinations are as thorough as it is possible to make them. Extensive personal and family histories are secured, especial inquiry is made as to the presence of symptoms indicating a past or existing condition of lead poisoning. In every case hearing and vision are tested, and the nose and throat, heart, lungs, abdomen, blood pressure, urine examination, and all standard tests are made. Special tests are given for the presence of lead; a blood smear being one such invariable test.

It has been found after a brief experience that those who are suffering from disease or from marked physical abnormalities that call for preventive or therapeutic treatment, are not content unless they can receive such care at the clinic. In view of the fact that the union is paying rather liberally for medical service, and will, if the work becomes permanently established, pay even more liberally, so that there is no taint of charity associated with the work, treatment is being given so far as possible with the limited financial resources at hand. Cases that need X-ray diagnosis, those who are subject to asthma, and those having marked visual abnormalities are receiving care at the hands of specialists who are being paid for this service. Numerous cases are held for consultation whenever a condition which presents difficulty in diagnosis is found. If the members of the union approve the work of this clinic and make it permanent, it is aimed to establish other special services.

In addition to promoting individual health and hygiene, the clinic, if it becomes permanent, will enable the union to accumulate accurate statistical data on the diseases to which printers are most subject, showing also in which departments of the printing industry the greatest hazards exist. Such statistical data should, within a reasonable period of time, throw light on the effects of night work and speeding-up which are distinctive features of the working conditions of printers.

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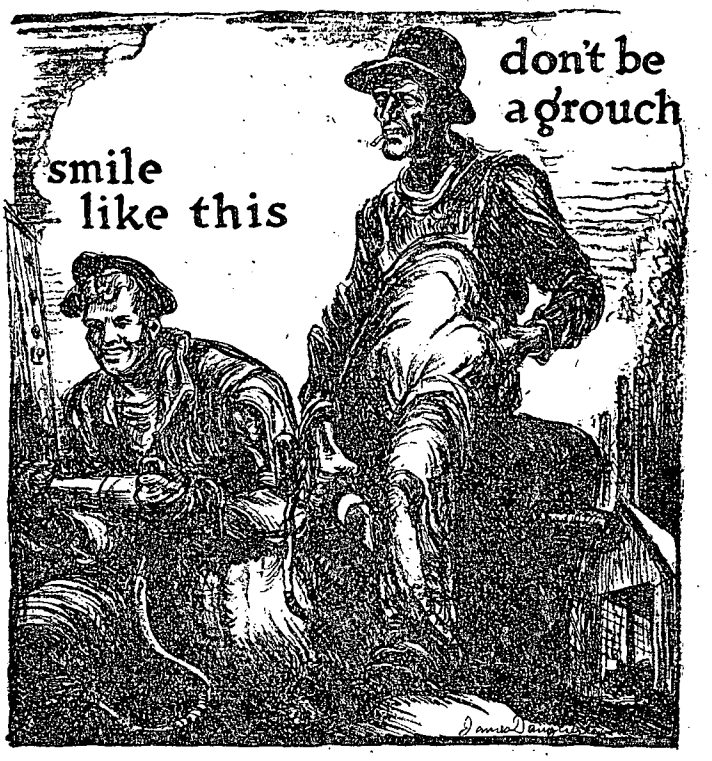
to the neuro-psychiatrist, she was several times mentioned for excellent service to customers in spite of the fact that she often felt like "eating them up." Her troubles are by no means all dispelled, but they no longer cast a gloom over all her business and personal relations. An important part of her achievement seems to be the development of a sense of humor that has brightened up the somber hues of her outlook of two years ago.

A Bruise That Spread to the Mind

Another type of disability is found in the story of a truck driver thirty-two years old, whose right ankle was injured as the result of the bursting of a tire. The injury was apparently only a bruise, but after twelve days, because pain persisted, a special examination was made; and the X-ray showed a crack in one of the bones. The man was cared for by a casualty insurance company for five weeks; at the end of that time he was told that his ankle was well and he might go back to work. After about a month he began to complain of weakness of the ankle while driving. He seemed to want a change of occupation, although he was not able to make clear just what he wanted. When careful reconsideration of his case produced no practical results, he became more disgruntled and began to develop a complex set of mental reactions. He was inclined to make capital of the fact that his injury was at first considered less serious than it was in fact, although the treatment given at first was not essentially different from the treatment appropriate to the actual injury. He suggested that he might kill himself or some one else if he was kept on the truck, and threw out the disconcerting threat that he would not feel responsible for any accident that might happen to this truck while driving. When he was put on another job, the most appropriate that could be found, he protested that this was as bad as the first, and besides the pay was $8 less on the new job, although in such cases any difference in pay is always made up. First and last this problem occupied the time of numerous officials of the store and the insurance company. It is possible that the number of persons concerned in trying to make an adjustment may have created another instance of "too many cooks." The fact remains that a physical injury which by all reasonable standards should have been completely recovered from within two or three months, became complicated by psychic factors which prolonged the period of partial disability to eight or nine months and came almost completely to overshadow the original physical inpairment.

If You Don't Trouble Trouble

In striking contrast with the problems previously cited, stands the picture of a man of fifty-four, first discovered doing fairly heavy work in the receiving department of the store. In November, 1920, examination showed serious heart disease and a disorder of the heart action known as "alteration of the pulse," a very grave sign, of which a heart specialist says, "It is the faint cry of an anguished and fast-failing muscle which when it comes all should strain to hear, for it is not long repeated. A few months, a few years at most, and the end comes." In his particular case a prognosis of about two years was made. At the time of this first visit, this man's condition raised the practical question whether he should be allowed to continue work—retirement was favored. But our patient was sure being "laid off" would do him no good.



If you can't smile be examined

There may be poison in body or mind Get it out of your system

Poster from the Life Extension Institute

The man himself knew in general the final outcome and on the advice of the health department physician the employment situation was squarely faced; the probability that the man would die in about two years, the possibility that he might die almost any time at work, was fully considered, and in response to his enthusiastic wish he was allowed to continue on "light work." It is true the man referred jovially to his job as "girl's work," but he was contented and continued at it for about two years, with only 38¾ days lost time, 15 days of which were due to a fractured wrist from a fall on the ice. In November, 1922, almost exactly two years from the time of his first visit, our man had finally to quit work. He died about six months later. The question might be asked, whether he earned his pay the last two years. The answer is, that if in no other way he more than earned it by his smile.

In the records of any industrial health service are to be found many instances of actual disability with no discoverable physical defect, or of physical defect with associated disability exaggerated beyond all expectations based upon knowledge of physical facts alone. Further, an employment manager could supply a long list of problems in work adjustment, or in discipline or preferment, all of which show some peculiar traits of personality or character as the real cause of failure or success as human units in industry.

Our means are limited for studying functional nervous

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disorders on a group scale. Records of returns from illness, however, furnish a striking illustration of the psychic element in failure to work. The numbers of workers returning from illness on the first day of the week are relatively high. These numbers fall rapidly toward the end of the week. There is, of course, nothing in our knowledge of disease and recovery to explain this cyclic fluctuation of returns with a one-week period. The explanation must be sought elsewhere. The popular notion about beginning the week right obviously has an influence. The idea that there is some special virtue in receiving pay by even weeks is a factor. The comforting mental effect of a generous sick benefit undoubtedly has its influence.

"Functional Nervous Disorders" Affect One in Ten

In using the term "functional nervous disorders," we have no thought of trying to describe any definite type of disease. The term is used only as a designation for a heterogeneous group of symptoms causing physical or nervous impairment that cannot be classified by any of our present methods of diagnosing disease. Into this group fall all the complaints variously named as fatigue, run-down condition, nervous exhaustion, nervous breakdown. This method of classification is, of course, most inexact. We are certain that such a grouping always includes at least a few cases of incipient or obscure physical disease. Yet when we turn back for a moment to the war-time problem of neuro-circulatory aesthenia,* and other disabilities brought out or aggravated by war conditions, we recall the practical necessity at the time for some authoritative classification of vaguely defined disability. We also recall our conviction that these disabilities had their origin not in transient (war) conditions to be dispelled with the return of peace, but in more permanent conditions that have undoubted social and industrial import. The need had already arisen for a similar classification for practical industrial purposes. For this classification "functional nervous" seems as exact and inclusive as our knowledge warrants.

In a group of store workers numbering about 4,000, in a six-months period from October to February, the diagnosis of functional nervous disorders was made 506 times. During the same period these disorders stand fourth in order of frequency among the complaints treated in the store health department. Of the total 4,000 workers, 405 persons were affected in the six-months period. Thus about 10 per cent of all workers manifested disability from such complaints. During the same period 1,545 days of working time were lost by 123 individuals from this same cause. This comprises about 9 per cent of the total time lost through illness. We have no satisfactory means of estimating impairment of efficiency among those who complained and stayed on the job. Further, we can only guess at the loss from this cause complicating convalescence and prolonging absence from gross disease and injury.

Not to be forgotten is the drain upon potential human efficiency due to mental inferiority and lack of moral stamina of workers, handicaps that seldom assume the form of "complaints" in a medical sense. An appraisal of those qualities of personality that make the difference between porter and president is a matter of speculation. We are certain, however, that of all these causes of loss, considering only the portions appropriately within the field of the physician in industry, we have a reduction of efficiency somewhat exceeding the 9 per cent of total time lost for recognized functional nervous disorders.

A comparison of figures kept over the six-months period referred to suggests little relation between types of occupation and incidence and degree of disability from functional nervous disorders. Some disorders seem slightly more prevalent among office girls than among sales workers. While making this comparison we must remember that age and sex factors may figure in this difference, and also that the hygienic habits of office girls are notoriously careless. The sex factor also apparently influences frequency and duration of disability. It appears that nervous disorders are from three to four times as frequent among women as among men; also that the disability period is slightly longer among women. The cause of these differences might be assumed to be entirely a matter of sex but for the fact of numerous extraneous conditions such as home responsibilities among the older women. It seems also to be true that a smaller proportion of men than of women affected report their complaints to the health department.

In individual cases working conditions are often found to have a bearing on nervous disability. It seems probable, however, that industrial factors contribute relatively little of the important causes which are to be sought rather in home or community conditions past or present. For instance, the salesgirl whose industrial history has been outlined tells of an early childhood in a home with the mother sick with cancer; always poor, never knowing where the next meal would come from. The story of the truck driver reveals the distressing picture of a sensitive, high-strung young man in a strange environment, with new responsibilities, under the immediate command of a superior whom he describes as a bully, and who terrorized him mentally and physically. The analysis of individual cases, as also such analysis as is possible of group problems, strongly suggests that beneath much "nervous exhaustion" and protracted convalescence, as well as "laziness," failure to adapt to the job, and even discipline-defying "cussedness," there are discoverable and possibly remediable factors of character or personality.

Many employment difficulties created by functional nervous disorders can be removed or much relieved. We must admit that at present our methods are crude and expensive and we have to face the disappointment that as physicians in industry we can hope only to patch up damage done or try to repair deficiency that had its origin years before—much of it probably before the worker reached the employment age. But industry will not permanently maintain the experimental stage; it will soon require a practical reply to the question of what is the mental factor in industrial effectiveness. That reply may well come from several sources: medicine, psychology, social science, education. Whatever the field where it is sought, the answer must be found through the endeavor of keen observers and interpreters of character and personality, who keep constantly before them the fact that "doing things" is the "password" in an age of industry. Beginnings have been made in the form of "performance tests," psychological tests and mental hygiene for children as well as adults. There is still abundant adventure for pioneers in this "No-man's-land" that lies between disease and health, where must be found the hidden causes of the ineffectual personality.

H. W. Stevens, M.D.

*Neuro-Circulatory Aesthenia is a term adopted during the recent war by the U. S. Medical Department to designate a nervous disorder of the heart action quite distinct from any real disease of the heart itself. This is the same as "effort syndrome" seen commonly in civil life and is identical with the fatigue heart described in our Civil War.

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Chairs

The Joint Board of Sanitary Control, organized twelve years ago to establish standards of sanitary conditions to which the manufacturers and the unions in the garment trades shall be committed, has recently made an investigation into seating and posture.

The survey was carried on in two hundred and fifty representative shops which employed 2,528 machine operators, 1,774 hand finishers and 734 pressers. All sorts of seating contrivances were found: ordinary crude benches, folding camp chairs, ice cream parlor chairs, straight backed dining room chairs and the ordinary kitchen chairs. And every effort to make the seat less uncomfortable was also found—boxes or pillows on chairs to make them higher, or legs sawed off to make them lower.

The necessity for support of some sort for the back of the constantly sitting worker is generally recognized and yet in five shops, exclusive of the shops using benches and stools, chairs were found without backs.

The machine operator was invariably found sitting at the edge of the chair leaning forward, shoulders drooped, head bent low in an effort to follow the needle as it passed across the garment. The kitchen chair, which was the seat most commonly found, gave practically no support to the back.

The finisher sitting at a small table with her feet crossed, her back bent over the garment, her eyes close to her work, is a typical figure. The finisher used the same kitchen chair or straight back chair that was commonly found among the operators and the same means of adjusting these seats to the worker were also employed. The special problem of the finisher is the need for adequate foot support. In order to have a lap upon which to rest the garment, the finisher either crossed her legs or rested both feet on the ledge of the table or the rim of a finisher's basket.

Shop poster from the Joint Board of Sanitary Control

The third group of workers who suffer from bad posture are the pressers. They must stand on their feet all day long and the common ailments of most pressers, as a result of their occupation, are flat feet and varicose veins. Interviews with both employers and workers relative to the possibility of sitting while at work, even on a high bookkeeper's stool, indicates this to be impractical as yet. The presser has another problem equally serious: the iron rest, on which the iron is placed, is anywhere from twelve to twenty-five inches away from the ironing board. Pressers declare it is necessary to have this distance in order to secure a "good swing" in the arm, as it comes down with the iron on the material. A presser swings an eighteen-pound iron approximately thirty inches or almost a yard every time he presses—in fact the distance should be doubled for the operation is not complete until he replaces the iron on the rest. The average presser makes about four complete circuits a minute. Therefore, he carries his iron practically 5,760 feet a day.

While the survey was still being carried on, the Joint Board of Sanitary Control carried on a constructive experiment in seating in two large shops, one a cloak and suit shop, the other a dress and waist shop. Twelve workers were chosen in each shop: men and women engaged in different types of work, of different heights, racial and physical characteristics, but all sufficiently intelligent to cooperate in the study. A physical examination was given to each worker by a competent orthopedic physician. The examination stressed certain points: condition of eyes, digestion, contour of back, shoulders, abdomen, feet, back, and hands, and the factor of the class of work performed by the worker. Of the twenty-four workers, ten were operators, ten were finishers, and four were embroiderers, doing exacting and detailed work. Six of the group were men.

The posture examination revealed four instances of marked curvature of the spine; seven cases of round shoulders; and ten cases of flat feet.

After a physical examination, each worker was given a special chair to be used at work for a period of four months. Bi-weekly visits were made to the factories at different hours of the day in order to ascertain just how much fatigue the worker had in the morning, after lunch, at three o'clock, etc. During the first week the responses varied: "I'm not used to the chair," or "The chair seems queer," or "I feel fine in this chair," or as one stout woman finisher said, "This chair seems to make me less tired, and my head don't feel so heavy!" From week to week the comments changed and valuable criticism of the chairs were given by the workers. As soon as the workers became conscious of the fact that there was a seating problem they were the most valuable aids in eliminating certain features of the chairs which inconvenienced the operator or the finisher.

Certain principles were evolved to solve the seating question:

1. The seat should be about 16 inches wide, slightly saddle-shaped to fit the back and seat of the worker.

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Shop poster from the Joint Board of Sanitary Control

2. The front edge of the seat should not cut into the knees and thereby impair circulation; it should be rounded and not sharp.
3. The chair must be adjustable to the height of the worker.
4. The back support must be slightly curved and give support to the back of the worker, preferably a little below the shoulder. It should be adjustable.
5. The chair must be comparatively light so that it can easily be moved.
6. The chair should have firm base and not tip backward as the worker leans back.
7. There should be no bars at the base of the chair to cut the operator's feet or ankles as he leans forward.

After a period of four months, the workers were re-examined. It is true miracles were not performed, but the consensus of opinion of the workers was that they felt better and were certainly less tired at the end of the day than when they used the old kitchen chair. In the case of four workers there was a marked improvement in their general posture and an elimination of round shoulders.

Science has established certain facts: first, that bad seating causes fatigue; second, that fatigue is responsible for bad posture; third, that bad posture leads to deformities of a sad type, least of which are round shoulders, sunken chest, deviation of the spine, etc. The economics of production has also established certain facts, the most pertinent being that tired workers retard production, and that properly adjusted seats and good lighting eliminate fatigue, and thereby increase production.

The Workers' Health Bureau

LABOR is face to face with the compelling need of waging an effective struggle against disease. Health for the great mass of workers is a problem of hours, materials and wages, in short, of working conditions. Whether it be in the steel mills where the twelve-hour day still rules or in industries operating under the eight hour day, poisonous materials, dusts, fumes, foul air and gases combined with fatigue, unemployment, seasonal work and low wages, cause the collapse of workers' bodies.

The destruction of workers' bodies is on the increase. For example, in the granite stone-cutting industry the death-rate from tuberculosis alone has increased 144 per cent from 1895 to 1918 (432.0 per 100,000 to 1,056.7 per 100,000). The granite cutters' death-rate from tuberculosis is five times that of the population at large. "These statistics for the New England states are confirmed by similar data for every other stone-cutting center of the United States, proving with absolute certainty that in every section of the country the tuberculosis mortality of this group of industrial workers is *increasing* in contrast to a locally *diminishing* death-rate from this most fatal of all diseases." (U. S. Bureau of Labor Statistics.) This is all the more appalling since physical examinations of the workers, according to the same authority, establish the "fact of a superior physique, indicative of a higher degree of disease resistance as determined by a relative weight above the average; and granite-cutters live under sanitary conditions above the average."

Shop conditions in the industry are reported as "giving evidence of superficial industrial inspection on the part of the state." The introduction of a pneumatic tool has replaced the old hand-method of stone cutting and is largely responsible for the present condition, particularly in view of the fact that no effort has been made to use exhausts or other dust-controlling devices. Exposure to clouds of harmful silicous (quartz) dust has caused untold suffering and unnecessary loss of life. As though this were not enough, the employers announced a 20 per cent reduction in wages and started a campaign of union-smashing, to force the open shop. This resulted in a prolonged strike begun in April 1922. A settlement has just been reached in the majority of granite-stone centers. So far as we have been able to learn, among all the agreements there is only one bare clause in reference to controlling the terrific dust hazard: "All dust-making machines to be equipped with dust-removing devices *when proven practical.*"

Insidious dangers, those which cannot be detected with the naked eye, are by far the gravest. The search for cheaper methods and materials introduces such menaces to health as benzole. Of three cases of benzole poisoning reported by the Baltimore Department of Health within the past few months, two were fatal. These occurred among workers engaged in a can-manufacturing plant. A glue composed of "pure rubber and an aniline dye dissolved in *benzole,* is used to make the bottoms of cans watertight. Additional benzole is added to this rubber glue at the can factory, the amount depending upon the consistency of the mixture when received." The factory was equipped with a ventilating machine that was useless for carrying off the fumes. "The practice of the trade," according to the American Journal of Public Health, "has been to provide insufficient means for evaporating all of the benzole." We

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know of no exhaust which has proven sufficient to carry off the penetrating, destructive fumes of benzole.

Dr. Alice Hamilton, assistant professor of industrial hygiene at Harvard University, has reported similar fatalities and repeatedly called attention to the damaging effect of benzole. Her warning has fallen on deaf ears. Benzole is cheap. Since the armistice, there has been a large left-over supply of this coal-tar product, which has been rapidly finding markets wherever a powerful solvent can be used. Workers in rubber, workers making or using sealing mixtures for tin cans or cement for the shoe trade, workers in millinery, certain processes in the making of straw hats, paint, dry-cleaning and other industries are now menaced by the danger of benzole poisoning. Yet city, state and national public health bodies have not outlawed its use.

Labor cannot rely on existing health laws or on the supervision of public health departments whose policies may change with each change in political office. Organized labor, through the instrument of the trade union, possesses the power to carry out a health program to prevent disease. But in the most cases the trade union which has had its energy absorbed by the struggle to maintain its very existence, has until now lacked the necessary scientific knowledge and equipment to carry out a far-reaching health policy. To accomplish this end, the Workers' Health Bureau was established in July, 1921, with this program:

1. The establishment and supervision of trade-union health departments to provide careful periodic physical examinations.
2. Analysis and research to secure exact information regarding occupational hazards.
3. Health instruction—translating technical data into the language of workers and supplying them with information regarding the functions and needs of the body.

Part one of the program is the application of the co-operative principle to the field of medicine, the first attempt of its kind in America. The Workers' Health Bureau plans and sets up health departments owned and controlled by the union within the organizations desiring to undertake the work. It then acts as scientific advisor, closely supervising the progress of the work in order to maintain the high medical standard provided for under its plan. The bureau functions as an international office for all affiliated trade unions and is supported by them on the basis of a yearly fee of twenty-five cents per capita. On its advisory committee are three leading industrial hygienists of this country: Dr. Emery R. Hayhurst, professor of industrial hygiene, Ohio State University; Dr. Alice Hamilton of Harvard; and Dr. C.-E. A. Winslow of Yale.

The Painters' Union was the first to adopt the Workers' Health Bureau program. In July, 1922, six locals of New York organized the Journeymen Painters and Allied Crafts Health Department. The Painters' Health Department, equipped with its own laboratory and X-ray machine, is now open four evenings a week and all day Saturday. The staff consists of a medical director, dentist, nurse, laboratory technician and X-ray operator who is also a physician. Each member of the union receives a careful physical examination with urine analysis, blood tests, mouth examination and cleansing of the teeth. Members suffering from trade diseases return to the Painters' Health Department for further advice. The kind of examination offered costs $20 to 25 on the market. By uniting their buying power, the painters have reduced the cost to $3 for

FLIMSY SCAFFOLDING
OCCUPATIONAL DISEASES
LEAD POISON
PAINT
PHYSICAL EXHAUSTION
PAINT
LONG WORK WEEK
HAZARDS OF NON-UNION SHOPS
FOR THE WELFARE OF THE MEMBERS OF THE UNION I WILL REMOVE THOSE THINGS
5 DAY WEEK
FOR BROTHERHOOD OF PAINTERS AND DECORATORS AND PAPER HANGERS OF AMERICA

The New York Call

the first year's per capita assessment. Help is also given in compensation cases.

Seven months after the department was started, 4,500 organized painters crowded the 212th Regiment Armory to hear the first report from their department on the health dangers of their industry. The meeting was unique in the history of labor. The five-day week was at stake. The Workers' Health Bureau had prepared a report: Health Facts in Support of the Five-Day Week for Painters, based on the actual medical findings of the first 267 men examined. These men were all supposedly in good health, as members of the union come in turn for examination regardless of physical condition. But among these 267 men:

39 per cent had arteriosclerosis.
59 per cent had anemia.
1.5 per cent, four men had active lead poisoning.
Two more were lead poisoning suspects and
Four cases gave a history of previous lead poisoning.

Since all but 2 per cent of the men were between 25 and 45 years of age, the percentage of arteriosclerosis—hardening of the arteries—known as the disease of *old age,* is appalling.

Such health facts as these were massed against the employers' demands for an increase in working hours. They won the case against four hours additional exposure to the fumes and dusts of the highly poisonous materials constantly used by painters. Here in one organized trade, workers have employed scientific information as a new tool.

The movement is spreading throughout the country. Already five state conferences of painters and twenty-four local unions representing various trades have joined the Workers' Health Bureau as a first step in establishing a Health International for Labor. As this goes to press we are informed by the Australian Painters' Union that it has won its fight for a reduction of working hours from 48 to 44, through the use of the facts contained in this report.

Labor is organizing to combat health exploitation.

HARRIET SILVERMAN

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EDUCATION

Is Education Equal to the Task?

IS it to be the schoolmaster who, after the doctors of all other ilks have given up the case as hopeless, will cure the world of its disease of war?

Be the ending what it may, there is this much to be said about the beginning, that the schoolmasters of the world, in congregation assembled at San Francisco during the week ending July 6, launched an organization to be known as the World Federation of Educational Associations, which has for its announced objects the following: to promote the interests of peace throughout the world; to cultivate international good will; to secure international cooperation in educational enterprises; to foster the dissemination of information concerning education in all its forms, among all nations and peoples.

While the prevention of war is not specifically mentioned, this goal was mentally uppermost in the conference and became the inspiring purpose of its deliberations. There are approximately five million teachers in the world, and the plan of campaign purposes, first, to organize these thoroughly as a compact force for action. Through them, through the organized agencies these may create and finally through their respective governments the campaign to develop mutual confidence among the nations of the earth is to be carried on.

This World Conference was brought about through the agency of the American National Education Association, an organization of over 125,000 teachers and considerable financial resources. Invitations to the World Conference had been extended by the National Education Association to every civilized nation and national educational association. The result was the assemblage of the representatives of forty-one different countries which in location encircled the globe. The largest official delegation, exclusive of the United States, was that of China with nine members; Japan was represented by seven official delegates and five representatives of institutions. From Asia also came delegates of Korea, India, Indo-China, Armenia and Turkey; in Europe, from England, France, Spain, Italy, Germany, Belgium, Norway, Sweden, Jugo-Slavia, Czecho-Slovakia, Hungary, Rumania and Greece. From the Americas practically every Spanish-American nation sent its delegates. The British Empire was represented, in addition to England, by Scotland, Wales, South Africa, Australia, India, New Zealand and Canada. The delegates, with few exceptions, were from the educational bureaus of their governments or were representatives of national educational associations. One who was in social as well as educational demand was the charming Princess Santa Borghese of Italy, on whom Premier Mussolini pins his educational faith. While the men were in majority, the women took a most forceful part in the proceedings.

The conference was opened by an address of welcome on behalf of California, by David Starr Jordan, to which responses were made by John Adam, dean of British schoolmasters, by P. U. Kuo of China, Constantine A. Panayopoulas of Greece, and Marti Alpera of Spain. Through four succeeding days the conference was subdivided into five groups which submitted, discussed and recommended measures for later adoption by the general conference. The last two days of the session were devoted to action upon these recommendations by the general conference. The matter of immediate importance was the form of organization. This item was disposed of by adopting a temporary constitution and electing temporary officers, leaving permanent organization to be worked out gradually during the ensuing biennium. The temporary officers elected are: president, A. O. Thomas, state commissioner of Maine, who was the presiding officer of the conference; vice-presidents: P. U. Kuo, president of the National Southwestern University of China, and E. J. Sainsbury, president of the National Union of Teachers of England; directors: M. Sawayanagi, president of the Imperial Education Society of Japan, R. V. Gogate of India, George Pringle of Scotland, Anthanagoras Kavados of Greece, Harry Charlesworthy of Canada, and H. D. Showalter of the United States. The constitution provides that the federation shall assemble every alternate year and in the intervening years sectional meetings shall be held in Asia, Europe and the Americas.

An Auspicious Beginning

The birth of the World Federation of Educational Associations was most auspicious. San Francisco weather was on its best behavior. The National Education Association, in session in Oakland, which lies across the bay from San Francisco, was holding the largest meetings with the most varied programs in its sixty-one years of existence. The two conventions combined represented the largest assemblage of educational forces ever gathered together. The subjects of discussion opened a new chapter in educational discussions. No longer confined exclusively to the technique of the teaching craft, the schoolmaster and schoolmistress stepped forth to take their places and responsibilities as citizens concerned with the economic, political and social affairs of the modern world. While the sessions were conducted in English, without an interpreter, nevertheless the accents of twenty different foreign tongues lent piquant flavors to the discussions. A noteworthy feature of the debates was the complete absence of dogmas distinguishing race or nation. Genuinely serious was the purpose to weld the five million teachers in every land into one compact body to resist the disintegration of human civilization. By and large, the delegates were in the end well satisfied with their labors and felt that the general project—with organization accomplished—may develop into a powerful energy for world betterment. If not to education, then to what can civilization look for progress?

The plan allows large scope for the initiative of the board of directors which, in the interim between meetings of the association, will carry on activities. Indeed, if any serious criticism could be made of the work of the con-

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ferences, it is that any measures except the mere act of organization should have been permitted at this first session. There was no adequate time for deliberation even if facts had been gathered.

As it was, however, the measures submitted to and finally adopted by the general conference were extensive and voluminous. These projects represented as a rule unrealized, if not unrealizable hopes, without much evidence of practicability. The promotion of peace, for example, would seem to be suspended over chaos by the support of the following contingent undertakings:

(a) The creation and revision of school texts, expurgating all misrepresentations concerning foreign countries and all materials which foster national prejudices, particularly in the subjects of geography, history and civics: the approach to these subjects should be from the world point of view rather than from local nationalism, developing in pupils of the various nationalities mutual understanding of the interdependence of the human family and the necessity for international good will.

(b) The removal of illiteracy from all peoples at an early date. There was a strong effort made and in fact recommended by the sub-group that this date be fixed as 1935.

(c) The establishment of a universal library bureau by which any request for books, pamphlets and magazines can be accommodated.

(d) The exchange of kindergarten, elementary, secondary and college teachers.

(e) The extension of traveling scholarships through government and institutional aid.

(f) The extension of the system of international school correspondence by which pupils gather at first hand information concerning other countries.

(g) The creation of the position of educational attaché at every legation and embassy, the duties of which should be to gather and disseminate educational information and serve as an interpreter of the customs and ideals of the various nations in their social, political and economic relations.

Will They Turn the Trick?

These provisions, though useful in detail and as a means of starting the movement, may to some seem limited in power as a lever to lift the weight of the world's disorders. There is some justification for doubt that these items are effective even in the nations which have every advantage. For example, the school system of the United States, one would think, would make short shrift of illiteracy. Yet the United States ranks eleventh among the nations in this respect, with 6 per cent of its people illiterate against two-tenths of one per cent for Germany or Denmark, and 1.8 for England. At our present rate of decrease, it is estimated, that "Illiteracy will continue to dilute our national intelligence for a century." So, even if we do have expurgated texts, exchanges of teachers, international libraries, traveling scholarships, universal education of women and international correspondence of pupils, we have no certain assurance that these remedies will promote peace and maintain international good will. It is too widely assumed—and the schoolmaster is evidently not free from the delusion—that if we succeed in putting certain things into our school text books and courses of study, we shall later find these things operative in the conduct of the people. Moses handed down the Ten Commandments in text books of stone several centuries ago, but the percentage of sin has probably not been materially decreased thereby. We must even doubt the assumption that, merely by closer association and understanding, races or nations acquire friendliness. It may have been true for England and Scotland but it is not true for England and Ireland. It may have been true for Norway and Sweden, but it is not true for Germany and France. Friendliness with the Japanese and Chinese has been developed by America in the Atlantic states with slight contact, but in California, where the actual contact exists, propinquity seems to have resulted in mutual repulsion. No, very obviously there are other more powerful factors involved in the problem of developing international friendliness than the program of the conference has catalogued.

The other programs adopted by the conference had for their goals educational progress and betterment, but had only indirect bearing upon the development of international peace. Such were the programs of health instruction, thrift, international civics, ethics, international ideals, cooperation in fields of scientific research and education, preparation for rural life, etc. Practically all of these programs are needful and righteous in purpose and with proper time for deliberation and specific treatment, they might be of the utmost importance. But it is doubtful that during the chaos of preliminary organization when deliberation was impossible, the time was opportune or profitable to submit them.

The Zealots Scramble Aboard

It is one of the primitive impulses of humanity that at times of shipwreck, when a raft is launched, all try to get aboard at once, each seeking to save as much of his luggage as possible. The scene during the closing hours of the conference was somewhat suggestive of raft-launching at a shipwreck. Well-meaning zealots were clambering upon the unlaunched international raft, dragging after them their boxes and bags of curealls, nostrums and panaceas, bumping one another and innocent bystanders. In their single-track thinking, all was lost if their particular nostrums were not saved. The first of these hasty boardings met disaster. It was an attempt to secure an international endorsement by the conference of the Junior Red Cross method of school correspondence, prescribing, it would seem, that every nation in the world should forthwith adopt this particular method exclusively. Despite perfervid oratory regarding the virtues of this one and only method (totally undisputed since it was unknown to the large majority) the proposal for an ignorant endorsement was vigorously thrown overboard. But a few minutes later, a voluminous health teaching curriculum and method, much of which is now under dispute, was successfully shunted aboard because its presentation was well sponsored and rhetorically impeccable. Then followed prescriptions that every nation should teach the metric system; that the science courses in elementary, secondary and collegiate schools be "clearly defined"; that thrift instruction be made universal; that character training in school be responsible for conduct out of school and at home, etc.

Prescribing for Unborn Students

Almost without exception these programs prescribed what should be taught and how it should be taught, despite the fact that many of the methods prescribed have been in forced use for centuries, without ever having saved a single soul. We are upon dangerous educational ground at best when a central body definitely prescribes what shall be taught and how it shall be taught. We need an international body to release schooling from this vice rather than to perpetuate it. An amusing incident in illustration was a dispute in one of the sub-groups. It had been decided to establish an international university and the group was

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engaged in making the course of study for this unborn university during the ensuing generations, as yet also unborn. A young man of serious turn of mind offered a provision that this course of study should include "political ideals." A young woman of equally serious turn of mind protested the granting of such permission to this unborn university of unborn regents, president, faculty and students. Thence ensued a debate which consumed the better part of two sessions. The young woman won by a narrow margin, the group voting for ideals, plain. When the resolution reached the general conference, the whole university plan was shelved upon the ground that there was yet no evidence of the funds. It is hard for the school-educated mind to distinguish between reality and unreality.

Does Education Educate?

I mention these incidents, not in criticism of the value of the issues concerned, but rather to raise the question: Does education educate? What education is it that we are talking about—education by schools and by schoolmasters? Or shall we look for saving grace in education outside and beyond the schools? If the latter is the problem of the schoolmaster, then before he buckles on his armor to wage battle upon social disorders, let him clean house and make school education effective.

Aside from the foregoing diversions, the conference kept clearly in sight of its goal of world peace. But it is a singular omission that a body of educational purveyors should take no initial step to proceed against war scientifically. The method of science is first to find the cause of a disorder and, if desirable, then to proceed against it. By this procedure medical science, in the case of germ diseases, has accomplished wonders. The scientific method applied to the war disease would require that the war bacilli first be discovered, then that its favorable habitats and foods be listed and then that proper anti-toxins, if such there be, be applied.

Certain of the conditions that precipitate war are superficial and obvious as for example, the existing disputes between nations, national jingoism, offensive references to foreign nations in school text and in the newspaper forums; actual war cults for the military and profiteering classes, race hatreds and their propagandists, privileges secured by duress. Against this obvious type of causes, we can proceed.

A second type of causes is not so obvious. For their discovery practical experts in economic and social affairs are necessary. Of such are the congestion of population without adequate food production; industrial peoples unable to obtain access to raw materials; different standards of living among peoples competing in production of the same commodities; economic, political, social and religious institutions or dogmas, which, having outlived their usefulness, survive as a menace to international good will, etc.

A third type of causes, still more obscure and deep-seated, calls for technical analysis by the scientific method with the help of all the modern sciences. Among such causes are the biological origins of fear and combativeness and their influence upon the national mind; mob action; levels of intelligence too low for democracy. Perhaps the civic conceptions now demanded as necessary in our educational program are possible only to mentalities such as Plato's.

That the task of establishing peace permanently is a stupendous undertaking, goes without saying. It is equally true that any expenditure of human energy or wealth, however fabulous, which will accomplish this end is cheap. The schoolmasters, by their act of world organization, have accepted for education the gage of battle against war. May not an interested world ask, "Is education equal to the task?"

FREDERIC BURK

IN CONNECTION WITH the World Conference on Education, three sessions of the Pan-Pacific Union were held. Pan-Pacific Union doubtless has the honor of the inception of the idea of organizing education to combat militarism. The first session of the Pan-Pacific Educational Conference was held in Honolulu in August 1921 when sixty delegates from the Pacific nations assembled for a three weeks' session. David Starr Jordan was the chairman of the conference and set the keynote of peace through education as he also did at the opening session of the World Conference. The subject of world peace and education was thoroughly threshed out in discussion at Honolulu. Dr. Frank H. Bunker, formerly of the United States Bureau of Education, but now executive secretary of the Pan-Pacific Union, arranged the program of the sessions of the World Conference and at the first joint session of the National Education Association, the World Conference and the Pan-Pacific made a most telling address. The Pan-Pacific Union with its appended conferences of science and commerce is the product of a most remarkable genius for organization, Alexander Hume Ford. Really out of nothing he has created a union which now draws financial support from the United States Congress, the legislature of Hawaii and to some extent from the other Pacific countries. In 1920 he brought to Honolulu a convention of leading scientists to study the scientific problems of the Pacific; in 1920, as stated, the Pacific educational conference; in 1922 he brought together some hundred of the leading commercial interests from the Pacific nations in a commercial congress. The scientific conference is now about to hold its second session, this time in Melbourne, for which the Australian government has appropriated 5,000 pounds toward the cost. In 1924, Mr. Ford hopes to assemble at Honolulu a Pacific conservation congress.

THE NATIONAL COMMUNITY BOARD, Washington, D. C., Henry E. Jackson, president, is announcing the organization of a "College for Social Engineers." The purpose of the college, according to the announcements, is the preparation not of "specialists" but of "generalists." A Social Engineer will apply the fundamentals of social intelligence to the organization of community life, industry, civic affairs and social programs generally. Three one-year courses are to be offered in the college: social engineering applied to community organization; social engineering applied to government functions. Among the contributing lecturers announced are Edward Bok, John Dewey, Zona Gale, David Starr Jordan, Elwood Mead, Arthur E. Morgan, Herbert Quick and William Allen White. The college office is at Chatham Courts, Washington, D. C.

FOR THE THIRD TIME, the College of Agriculture of Ohio State University has held this summer an institute course for rural pastors. The program, which ran during parts of June and July, included lectures and discussions on church supervision and adult education, community organization, recreation, rural economics, homiletics (an odd assortment, that), the demonstration parish, applied psychology and related subjects. Army cots in nearby parish houses and church gymnasiums rented for $1.50 for the term, and free tuition kept the cost of attendance down to the bare minimum. Fifty-one students came to hear E. C. Lindeman and Warren H. Wilson of New York, W. L. Stidger of Detroit, Charles W. Gilkey of Chicago, local faculty members, and social and religious workers from Columbus.

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COMMUNITIES

Books at the Bedside

THE book-cart rolls into the hospital corridor. The word "liberry" goes from bed to bed. The crutches and wheel-chairs come flocking around the librarian. She feels like the Pied Piper of Hamlin, such a scurrying and a stumping and a crowding there is around her. A man's ward is always as full of surprises as it is jolly. The wheel-chairs look over the books. The Italian must have his two volumes of Simonds' History of the World War, the Luxemburger is waiting for Darwin's Descent of Man and Origin of Species, the Oldish Man is easily pleased, and the Pale Boy rolls off with Dana's Two Years before the Mast. Then, of course, there is the Paralytic who patiently asks for Das Grosse Heimweh. "Do you feel like that," I queried. "Oh, no!" and his brown eyes grow bright. "I have been here over two years," and he adds with pride, "They couldn't keep house without me; I was one of their worst cases, you know," as he brings his chair neatly alongside the books. Sven Hedin's Von Pol zu Pol will do this time and next time Das Grosse Heimweh, if you please.

An employe asks first for the score of Flotow's Martha and then for Notes on the Study of Joseph Haydn. Another, a patient for some ten years and now collecting passes during visiting hours, wants Smyth's Our Inheritance in the Great Pyramid. This he passes on to the resident priest-chaplain. Then there is the youngster of twelve or thirteen, a keen, wizened little chap with a broken leg, who demands and knows nothing but the Tom Swift serials and Joe the Wizard. Gradually Izzy finds Tom Sawyer, Huck Finn, then Stevenson's thrilling adventures, the less read ones; and finally, when I leave him one day with some of Parkman's history, Oliver Twist and Jules Verne's Mysterious Island, I feel that perhaps the hospital has done something for him, in addition to setting his leg, that will help his stride. Particularly do I feel this when he volunteers apropos of Oliver Twist, "This Mr. Dickinson is quite a good writer, isn't he?"

Today, although new and at its beginning, this form of library work—a telling form of human service and of medical service—is spreading from one hospital center to another. Public libraries have been all too slow in seeing the part they might play in helping cure the hospitalized sick. But that age is passing and today we find a definite and organized relationship between hospitals and public libraries in more than a score of cities from Brooklyn to Portland, Oregon. The Middle West has perhaps the greatest number of exponents of this kind of library service. In Chicago; Milwaukee; Sioux City, Iowa; St. Paul; Minneapolis and in many more cities rightly proud of their progressivism, the work goes on. This idea of using books for their therapeutic value is being demonstrated also by some of the larger hospitals and clinics independently of the community library, as for instance, by the Mayo Clinic at Rochester, Massachusetts General Hospital in Boston, Lakeside Hospital in Cleveland.

In a middle-west city of over 250,000 where we have been trying out the idea, this work of administering small branch libraries in each of the hospitals has been going on for over two years. Here there are from 2,000 to 25,000 hospitalized sick who are reached by twice-a-week, bed-to-bed service.

Often enough when the book-cart pauses at the floor-nurse's desk for directions, there is a message for the librarian from the attending doctors, "See that Mrs R——— reads," or "Give B——— all the books he wants." The book has now become a therapeutic agent. For the moment, as such, it need have no literary merit. Library standards and criteria of a "good" book, a fit book, a book to be recommended, no longer hold. The book has left its academic sphere and has gone adventuring on a new planet.

SOME observers have criticised this work as lacking constructive elements, intimating that it must soon degenerate into nothing more than a passing out of Zane Greys and Curwoods, if not worse. Nothing could be more beside the point. Repeatedly I have found the patients growing tired of the all-prevailing, standardized western story and turning to such as Mark Twain, their condition demanding a change from the soft diet which they had relished at first. Such a book, however, as a Zane Grey, scorned but easily read, often meets a mood when another so-called "better" book would fail to attract the patient and be utterly useless. There is the case of the youth with attacks of insanity of such violence that he smashed the reinforced plate glass of his door. Who can say just how much has been accomplished by giving him a copy of Ring Lardner's Young Immigrunts? Why that should appeal to him, no one knows. But it was not long after such an attack that he sat down to this skit with many a chuckle. In a week or so he followed this with requests for Scott and later for some of Gibbon's history. It was equally constructive to give a fearful, brooding victim of melancholia, a primitive type from the north woods, a copy of one of the dime-novel yarns of Buffalo Bill. It was evidently the only kind of book, in both form and content, that he had ever known. Everything else was strange to him, his room, his attendants, the very outlook from his window; this little bit of homely accustomed trash might do much towards giving him confidence in his new world.

As for the obviously constructive reading, it has been my experience that there is as much demand for it as the librarian in charge has wit and wisdom to elicit. There was the case of the man with tuberculosis whose disease seemed to be definitely arrested. With the hope of reestablishing himself as a working member of the community he took to studying Cortina's Spanish in Twenty Lessons, and commercial law. There was again the case of the garage mechanic who, when not tinkering on cars for his employer, began building one for himself, a veritable Pegasus On Wheels which would take him to warmer parts for the

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coming winter. But this would-be adventurer found himself one day in the hospital with a broken arm, as a result of cranking his home-made motor. There I came on him, hopes blighted, plans gone awry, but persistently thinking and dreaming in terms of gears, carburetors, and crankshafts. Books on the construction and design of cars he had hitherto never heard of, much less seen. But now the wildest romance had no charms for him beside the complicated technicalities of these volumes. Here were mines of wealth opened to him where before he had only stumbled about.

Quite a different kind of person was that delightful retired naval officer who must have all the Camoëns he could get hold of in the original Portuguese. It was pure pleasure to follow him in his rambles through the queer old Spanish book-shops in Manila and to rejoice over the finding of that particular edition of Don Quixote. Down the corridor a bit was the Yiddish barber who decided he wanted to know American letters from Alexander Hamilton to Willa Cather and Carl Sandburg.

I believe this form of library work is one of the most inspiriting and intriguing angles of the profession. It challenges human capacity. The library and hospital training schools should realize that the hospital librarian is fairly overwhelmed by a variety of questions often in a foreign tongue. It may be bolshevism or bee-keeping, better babies or beginning law, Balzac or Bairnsfather, world history or willow-baskets, electro-static voltmeters or economics, falcons or free air, but it is sure to be *something,* not just anything. One cannot have too much training, too much human experience, too much knowledge, too many resources, for this work, this joint responsibility of hospitals and libraries.

PERRIE JONES

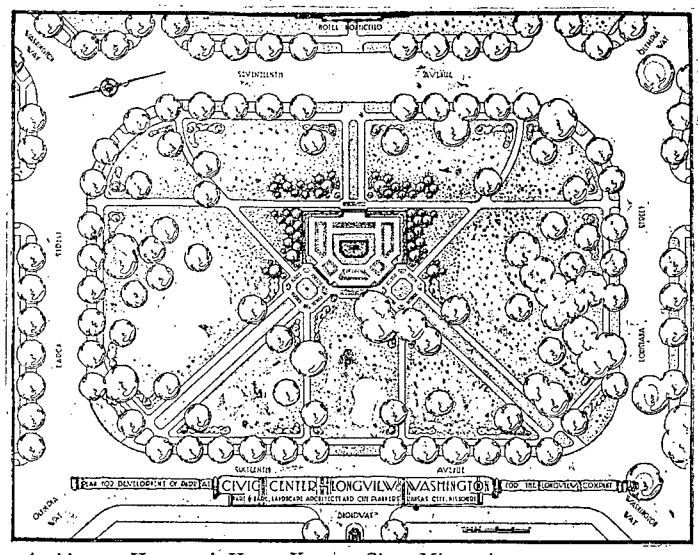
Timber and a Long View

THE prevailing optimism in American business is illustrated by a number of projects for the development of towns and cities to house and provide all facilities for the population which large industrial extensions are expected to bring into the locality. One of the most important of these is Longview, on the Washington bank of the Columbia River, fifty miles inland from the Pacific Ocean, a complete city planned and in process of being built by the Long-Bell Lumber Company, an old concern which recently has purchased a large body of timber in the state of Washington and has formed a subsidiary company for the manufacture of timber products which is expected eventually to employ from three to four thousand men.

The chairman of the company, R. A. Long, writes as follows:

> As we began to work out our plans, we found the location we had selected would lend itself to greater development and provide facilities larger than were required for our own use. Therefore we concluded it was our duty, and such was our desire, to provide for a town that would be a desirable place in which many thousands of persons might live and do business. We have planned here for a city that within the next five years should have a population of 25,000, and within the next ten years of 50,000 or more.

With an excellent topographical situation, over seven miles of frontage on a navigable river, fertile soil and good railroad connection, fundamental conditions of successful city building are insured. George E. Kessler, the well known landscape architect, who died last March, was consultant in the preliminary stages of planning. The plan is on improved rectangular lines, with important diagonal thoroughfares meeting in a civic center, parks for different uses, reservation of the river front for industrial and commercial purposes, sites reserved for schools and other public buildings, control of private building by a zoning plan and regulations, and advance planning of municipal services in accordance with the different uses assigned to different parts of the city area.



Architects, Hare and Hare, Kansas City, Missouri

In planning Longview, a complete city which is being built on the Washington bank of the Columbus River by the Long-Bell Lumber Company, this space was left in the center of the community for a civic park. The four main avenues radiate from its corners; Broadway runs straight from the entrance of the park to the railroad station, nearly a mile away

Though there is nothing strikingly original in this plan, it is a tremendous improvement over the haphazard growth which hitherto has characterized the development of similar industrial centers.

Columbus Makes Up Its Mind

AFTER long consideration, Columbus, Ohio, will have this fall a joint campaign to raise the operating expenses of its social agencies. In May, 1922, the Council of Social Agencies and the Advisory Council (composed of public-spirited citizens interested in the work of the agencies from the wider aspects of community welfare) secured the services of W. Frank Persons to study the work and problems of several financial federations, and to discover the strong and weak points in different types of organization. Mr. Persons' findings were published in the autumn. Since that time the interested people of Columbus have been working to evolve a form of cooperation which on the one hand would avoid many of the undesirable features which have been permitted in some cities, and on the other would conserve all the better practices which have been found genuinely helpful to the community and the social agencies.

In order to test public opinion as to the single campaign, the Advisory Council sent out an inquiry to all individuals and firms who in 1921 contributed more than $35 to any one or more of eleven large agencies. This group of 720 givers had contributed more than three-fourths of the total amount subscribed to these agencies. Of the 171 who replied 141 voted for a single campaign and 30 against it. The Chamber of Commerce asked its members to ballot on the same question: 434 voted for, 145 against.

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Of 45 agencies which seek their operating expenses from voluntary contributors, 28 agencies, whose combined budget needs amount to more than three-fourths of the total for the 45, have voted in favor of the single campaign. Four voted against it, while 13 have not yet taken action.

The Columbus plan, as adopted, has these outstanding features:

The campaign committee is to be appointed by the executive committee of the Advisory Council and the executive board of the Council of Social Agencies, acting jointly. The president of the latter organization, not by reason of his official position but owing to his personal fitness, is to serve as its chairman.

The campaign committee is to create an endorsement or admissions committee of five. Each member must be approved by the executive board of the Council of Social Agencies.

The campaign committee is to select a budget committee of nine who must also be approved by the executive board of the Council of Social Agencies.

The community is to be asked to contribute enough to cover the local budget as approved by this budget committee, plus reasonable amounts for approved state and national agencies. No funds for capital expense, or for foreign relief, are to be included.

The designation of individual contributions is to be encouraged for the purpose of maintaining a known constituency for each agency.

The Columbus plan lodges control definitely in the directing boards and executives of the social agencies, and in the group of citizens who, composing the Advisory Council, have functioned as a body in the study of community problems and in creating a wider basis of interest in and support for their solution. It studiously avoids organization methods which magnify the power of organized givers as distinguished from those who are putting their time, their brains and their energy into the enterprise of social work in its broadest sense.

N. R. D.

The First of the Federations

While the federation of social agencies as a contemporary form of community organization draws its inspiration chiefly from the experiment begun in Cleveland in 1913, Denver can claim to have introduced the federation idea, in however primitive a form, to the United States. During the last year a new community chest has been erected, with initial success, on the foundations of this old federation.

THIRTY-SIX years ago, two young men, one a Catholic priest, the other an Episcopal rector, imbued with the spirit of the pioneer and inspired with the hope of new opportunity for service, came west to the growing metropolis of Denver, then a city of about thirty-six thousand inhabitants. There was a contrast between this flourishing village in the Rocky Mountains which was rapidly becoming a mecca for adventurers and health seekers, and the great city of London, from which they had so recently come. Having been brought face to face with the worst of social conditions in that city, they had visions of avoiding much of the poverty, crime and suffering in a community so new, ambitious and promising. They had watched the early development of the Charity Organization Society in London, and were interested in what they termed "scientific charity," hence they proceeded immediately to take steps toward a similar organization in Denver.

The outstanding personality in the city at that time was a Protestant clergyman. He was not only a great orator, but a man with unusual ability in organization and a leader in civic as well as religious affairs. The leadership of this clergyman, plus the knowledge and inspiration of the two Londoners, made a combination which gave birth to the federation movement in Denver and in America.

The stories told of that early federation by persons who still remember it and in the early reports show that many of the ideals and functions of the modern community chest were embodied in this plan of organization about thirty-five years ago. The president, in his first annual address, brought out its deeper purpose:

Your executive committee must not only be the means to the collection of a fund and to the disbursement of the same, but must also act in an advisory and supervisory direction in securing greater efficiency in the various societies which are banded together in the organization by carefully examining the financial reports of the different institutions, by preventing waste and extravagance, by establishing such particular branches of charity as may from time to time be necessary to those now in existence and on the whole giving the public a better understanding of the entire charity dispensation in our city.

Apparently all the charity organizations, twenty-three in number, were affiliated in what is known today as a council of social agencies. Members of these organizations met regularly to discuss problems of cooperation and casework methods. The central collection of funds was inaugurated the first year and has been practiced ever since. While the council knew nothing of the present campaign method, seventy committees, including 316 members, were organized the first year according to craft, business or profession. Budget making was unknown—but the committees went out for as much as they could get. During the first few years enough funds were raised to finance all the affiliated organizations—about twenty-five thousand dollars. Only ten agencies participated in the division of these funds the first year, and seventeen the succeeding few years.

But the federation was much more than a money raising proposition. The community interest exhibited at that time has never been surpassed in Denver. The organization flourished conspicuously in proportion to the prosperity of the city and surrounding country. The annual meetings were held in the leading opera house and attended by the most prominent people of the city. A newspaper report of the third annual meeting states that "every seat in the parquet, balcony and gallery was occupied and fully two hundred persons who arrived late were compelled to stand in the foyer and aisles." The governor of the state presided and the Reverend Oscar C. McCullock of Indianapolis, president of the National Conference of Charities and Correction, gave the principal address.

Advances were made in the early years of the federation in promoting constructive social service through state agencies and other sources: the State Board of Charities and Correction was established; the county hospital was erected; the National Conference of Charities was brought to Denver in 1892; the Dime Savings Association was started to promote thrift; and a municipal wood yard was initiated to "keep the beggar off the street."

The weakness of this first federation lay not in its pur-

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poses or ideals, but in its plan of organization. Until 1914 it was a combination of a Charity Organization Society, by which name it was called, and a federation, with emphasis upon the organization function and the added task of endeavoring to raise, through one appeal, sufficient funds to finance all the agencies in the city needing such financial assistance. The secretary of the relief department was also federation secretary. But the strength of leadership which it possessed more than balanced its weakness in organization and it functioned well until the panic of 1893. Here its dark ages began. The panic of '93 split the community. Men and women who had previously worked for a common interest were divided in their opinions. Poverty increased; a feeling of distrust and restlessness spread over the whole community. When the spirit which held it together was gone there was not much left. The federation could not function adequately and for many years it was unable to finance the remaining affiliated agencies. Many of the officials wished to abandon the organization, but the ideal still remained, and in spite of a strong class consciousness and lack of leadership, some of the agencies protested against the suggestion and kept the federation alive.

When the Cleveland Federation for Charity and Philanthropy was organized, Denver received new hope. A reorganization took place and in 1916, for the first time, a trained full-time secretary was employed. There has been a steady growth since that time, as is shown in the increase in funds collected annually from $50,000, with 2,000 subscribers, to $215,000, with 17,000 subscribers.

In 1920 Guy T. Justis, secretary of the federation, began agitation for a community chest. In September of that year, the board of directors of the Denver Civic and Commercial Association requested a committee of twelve to study community chest movements in other cities, to consider the feasibility of organization in Denver, and if it was considered desirable, to prepare and submit to them a plan of organization. The personnel of the committee represented the contributing public and the social workers of the city. After eight months of study a report was submitted to the Civic and Commercial Association, the recommendation that a chest be established was approved by its board on June 2, 1921. Work on the organization of a community chest began immediately.

The situation in Denver was unusual. With 60 per cent of the social agencies already federated, it seemed but a slight step to the community chest. However, when forty-five agencies were invited to join, some of the largest and most influential declined, and consequently the plan was temporarily abandoned. This resulted in a noticeable reaction on the part of the public and practically no agency was successful in raising its quota during the campaigns of 1921-1922. Therefore a new effort was made in the spring of 1922, and forty-seven agencies voted to join, including the Y. W. C. A., the Y. M. C. A., and the Boy Scouts, all of which had refused the previous year. The outlook for the second year of the community chest promises 100 per cent membership.

For the financial success of the first campaign the fact that the plan was adopted only after months of investigation and that sufficient time was taken to educate the community to the advantages of a community chest is largely responsible. If an attempt had been made to push the chest over in 1921 without the larger agencies represented, the community would doubtless have been divided. The total amount raised was $648,000 or $37,000 more than the estimated amount needed and the number of subscribers was 40,000, or double the number previously subscribing to the federation.

The new community chest accomplished in its first annual campaign those things which on the surface speak for its success: it raised its budget; it increased the number of contributors; and it abolished tag days and drives. But more than that, since education and finance were inextricably bound together, it brought about a renaissance in social work among the people of the community.

ELLA CYRENE BAKKE

" 'T'AIN'T FAIR, Fatty. Y' know it's your turn to clean the fryin'-pan." With variations, this will be the burden of several thousand passionate complaints in several thousand wooded dells in the summer of 1923. Nearly everybody goes to camp nowadays. Running a camp has come to be a profitable business for hundreds of thrifty schoolmen, a harassing duty for hundreds of inexperienced uplifters, a responsible but stimulating job for hundreds of young men and women who still find in their blood a heritage of pioneer instincts. There are said to be five thousand summer camps in the country: that means five thousand complex problems in sanitation, recreation, education, administration. The Playground and Recreation Association of America, with funds furnished by the Laura Spelman Rockefeller Memorial, has begun an intensive study of these camps and of camp methods. The director of the study, L. H. Weir, has the advice of a committee headed by Dr. J. H. McCurdy of the Springfield Y. M. C. A. College. He will make a report which is to include a practical summer camp handbook and which is expected not only to be of service to existing camps but to set standards for new ones.

WITH HOOSIER INITIATIVE, the auctioneer mayor of Indianapolis, Lew Shanks, has created and piloted safely into its second season a free municipal theater. The city contracts with a dramatic director for a ten weeks summer season of stock productions in its two open air theaters, one at Brookside, on the northeast side, the other at Garfield Park in the south. Five performances are given at one theater in a week and the show then moves to the other. Turn to the Right and Johnny Get Your Gun were the early season attractions this year. Chairs seat a thousand persons, and there is abundant standing room. Since it is a case of first come first served, the audiences have been arriving long before the curtain rises. The police department deftly steps in and uses the waiting time for instruction by a traffic policeman on traffic regulations and safety measures. To be sure, this unaccustomed treat for Indianapolis citizens was secured at the expense of other recreational services: some of the public playgrounds were left unopened to make the free theaters possible. Opinions differ as to the net gain to the community. But Hoosiers do love a show!

HOT and cold water and steam heat no longer suffice to attract tenants to apartments more expensive than they can really afford. To provide a new attraction, a St. Louis firm has installed radio receiving sets in every apartment of a new building, or rather connections with a single receiving station with an outside aerial. The plan will appeal to those who, these hot summer evenings, suffer from the infinite variety of concerts going on in the vicinity of their favorite window or fire escape. Even if the sounds are not altogether simultaneous, at least they will form a "round" based on the same tune instead of a medley of unrelated tunes.

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BOOK REVIEWS

Mexico's Land and Labor Reforms

THE SOCIAL REVOLUTION IN MEXICO, *by Edward Alsworth Ross. Century Co. 176 pp. Price $1.75 postpaid of The Survey.*

DREAMS are coming true in Mexico. Madero came into power on the strength of his promise to give the peon back his land. He failed to do it, and he went to the discard, to be followed by Huerta and Carranza, who could satisfy neither their own people nor the very particular government at Washington. But Carranza did manage to get down on paper a constitution calling for land reform and industrial reform. When Obregon came in, his first job was to establish himself against the menace of revolution; then he turned to putting into realization some of the dreams of Mexico's reformers and martyrs. It is very important that we know what Mexico is trying to do and to what extent her attempts are being made successful. Professor Edward Alsworth Ross went to Mexico to find out those things for himself, and the result of his observations now appears in a handy little book which he calls The Social Revolution in Mexico.

Land reform was Madero's rallying cry, and the Obregon government has tackled this problem with apparent success. Mexico once had an extensive system of community holdings of agricultural land. By 1910, as a result of various developments and trends, the greater part of rural Mexico had been incorporated into 8,000 haciendas owned by absentees, for the most part. "In Chihuahua the notorious Terrazas had bought and filched and grabbed and wheedled together an estate of more than 6,000,000 acres which railroad trains require eight hours to cross." The way was opened by land reform laws and constitutional enactments and since Obregon came into power in 1920, 600,000 acres have been "restituted" to the villages and 1,500,000 acres have been carved out of the big estates "donated" to communities without a claim to ancient holdings. Of course, there has been soreness on the part of the land-holding class; the small peasant holders do not work the land as efficiently as the big proprietors did; and there have been complications in the case of land owned by foreigners. But all in all, says Professor Ross, "when the work is completed it will rank as one of the giant agrarian adjustments of history. In scope, the land redistributions in ancient Greece, the work of the land commission of Tiberius Gracchus, or that of the Irish land commission are hardly to be compared with it. For parallel, one must look to the achievements of the Russsian commission which in 1861 provided the land for 24,000,000 emancipated serfs."

Even more marvellous is the sudden development of the labor movement in Mexico, coincident with the rise to power of a labor government; for, as Professor Ross points out, the present government south of the Rio Grande is more of a labor government than it is anything else. "Under Diaz, a labor movement had no more show in Mexico than a camp meeting would have in Mecca," and seven years ago there were no labor unions. Last year there were 564 federated unions with 650,000 members, besides certain strong unions standing outside. The Mexican labor movement "is well nigh as indigenous as the cactus or the maguey," according to Professor Ross, who explains away most satisfactorily all the allegations of bolshevism and Russian influence in Mexico. While some trouble has been caused through attempts to put the worker-management idea into practice, Professor Ross thinks that employers are generally accommodating themselves to the new situation and realize that there are large profits to be made in Mexico "even without labor skinning." On the whole, Professor Ross concludes, "the labor movement beyond the Rio Grande is normal and healthful." And if any one is looking for a model charter of the rights of labor he should turn the Article 123 of the Mexican constitution. This is still largely academic, since although some of the states have legislated, so far the Mexican Congress has failed to enact laws to carry these provisions into effect. As Professor Ross notes:

> The article decrees the eight-hour working day; the seven-hour working night; the six-hour day for working children, twelve to sixteen; no night work for women and children; one day of rest in seven; a vacation on pay for child-bearing; a living wage; no garnishment of the living wage; enforced profit-sharing; cash wages; double pay for overtime; housing for workingmen; accident compensation; safe and sanitary work places; right to organize; right to strike or shut down; three months' wages for unwarranted dismissal; worker's lien; immunity of wages from attachment; free employment bureaus; no contracting out of workingmen's rights; social insurance; cooperative building associations. Although some of the states have legislated, so far the Mexican Congress has failed to enact laws to carry into effect these benevolent provisions.

B. P. ADAMS.

Making Life Safe for Industry

MENTAL CAUSES OF ACCIDENTS, *by Boyd Fisher. Houghton, Mifflin Co. 315 pp. $2.50 postpaid of The Survey.*

THE larger part of the book is given over to an analysis of the main causes of accidents, especially those due to ignorance, predispositions, inattention, preoccupation and depression. Many of these sections are written with acute observation. For example, in speaking of the diverted mind, Mr. Fisher says:

> The average man of settled habits is, from one point of view, a cheerfully defeated man. Originally, he had a boastful, gleeful, hopeful attitude toward himself, and an easy contempt for the world. . . . A few years' battle with life, however, usually brings a man to a vastly different frame of mind. . . .
>
> In this final scheme of things the job has come to weigh heavily . . . if perchance he is a good workman, and the task presents a normal amount of difficulties which he is able to surmount, the job has a further value in ministering to the remnants of his egotism left over from his youth His family life may be going like the devil, and his appearance before his fellow men be somewhat ludicrous, but if the job still furnishes its little daily triumph, there is still some hope for him. . . .

The hope seems to be mostly that by managerial observance of all possible safety methods,, the worker will not be able to let his personal troubles put him in any one of the various listed frames of mind which will cause an accident. That these accidents are not due to fatigue, Mr. Fisher is quite certain. Discussing this in his chapter on The Tired Mind, he says:

> The tragedy and reproach of modern industry is that the workers don't get fatigued enough. Of course we know of the exceptions. . . .
>
> But, taking America's workers in the aggregate, trade by trade and occupation by occupation, the number whose work uses up daily the whole of their energy-output is small. The number whose work cramps and thwarts them is far more numerous. . . .

This leads him very directly to the belief that accident prevention for the worker is not to be found so much in the factory as outside. An appeal for a riotous life therefore follows the above logically:

> The little office girl pounding the typewriter all day may feel tired, but she is not fatigued; on the contrary, she may be suffering from too little normal energy consumption. Her impulses sometimes find outlet in unpleasant or wasteful ways—quarreling, "dolling up," dawdling over her work, or spending too many evenings at the dance halls. But at least in such ways she may remain healthy. If she is more conscientious, however, and applies herself diligently to her work during the day and spends her evenings quietly at home, she may develop insomnia, nervous troubles, indigestion, even tuberculosis, as the result of not having the type of work which induces daily a normal general fatigue.

One's expectations for a subsequent chapter on the wage increases necessary for the exciting life outside the factory, are disappointed.

With varied suggestions for better selection and assignment

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of workers, training, individual adjustments and a list of popular works on psychology Mr. Fisher ends his book, having quite successfully demonstrated that the safety engineer should be a psychologist, and that accidents will probably happen as long as people insist on having personal lives which disturb their work.

H. S. RAUSHENBUSH

The Near East Faces West

THE WESTERN QUESTION IN GREECE AND TURKEY, *by Arnold J. Toynbee. Houghton, Mifflin Co. 420 pp. Price $5.00 postpaid of The Survey.*

EASILY the most profound, as the most fascinating, development today in that part of the world known as the Near East is the process of Westernization going on there in manners, dress, commerce, education, art, politics, ideas. The countries of the Near East are all but making themselves over in the image of western nations. The superficial manifestations of this process are everywhere. Run out from Athens to the battlefield of Marathon, and you may ride in a huge automobile bus driven by a Greek who conducted a joint pool-room and restaurant for seventeen years in Cheyenne, Wyoming. Cobblers, cooped up in their little balconies, mend shoes on Singer sewing machines. Beards give way increasingly before Gillette safety razors, as does grain before International Harvester reapers. Go to a concert and you hear music composed in imitation of western methods. Railwaymen, miners, seamen and other workers in arduous industries feel the beneficent effect of labor legislation modeled on English and American patterns. Education is astir with western ideas. Women, sitting behind counters and peering at you around cash registers, go to meetings to advocate "equal pay for equal work." The process is pervasive, upheaving. Whether it will go on until these countries lose much of their folk flavor and traditional ways of regarding life, or whether it will be controlled and selective, taking only what is best of western civilization, is a question that is troubling thoughtful people in the Near East.

Mr. Toynbee's theme is the influence of the West in politics and international disturbances in the Near East. He shows this influence as exercised, first, by the incursion of western ideas and, second, by the rude greed of western diplomacy in search of economic gain. We see the whole inferno of wars, revolutions, massacres, dislodgement of peoples and other phenomena of trouble in the Near East as the inevitable and historic consequence of western powers playing on native jealousies and ambitions. All of this comes home with peculiar force to Americans, who spend millions annually in education, relief of distress and religious teaching in the Near East. Mr. Toynbee does not descend to the paraphrase of a vulgar song, but he might have written: "We made them what they are today." Nor does he suggest the possibility of being "satisfied" with the result. If the forces that are molding the Near East are forces let loose by the West, the West cannot in conscience lay all blame on what it has chosen to regard as "backward peoples." Mr. Toynbee is an Englishman and a historian whose contact with the Near East has been, in part, that of the intelligent journalist bound to inspect closely the movements of the day. His book, not a philosophical treatise in form, but a narrative of events since the World War, is searching and refreshingly free from prejudice on matters that are commonly subjected to interested exposition.

WINTHROP D. LANE

A Background for Welfare Work

EMPLOYEE WELFARE WORK, *by Louis A. Boettiger. Ronald Press Co. 301 pp. Price $2.50 postpaid of The Survey.*

THAT this "critical and historical study" by the professor of sociology at Lawrence College challenges many prevailing misconceptions is clear from the beginning where the author insists that the ultimate test of welfare work in factories is not profit to the employer but social effect. But that, he shows, really means a socialization of business policy; for "welfare work must be regarded as an integral phase of business policy if it is to bring results." Any welfare work that cannot be functionally integrated business practice has no legitimate place as a phase of business policy and should, therefore, when it is necessary or desirable in itself, be a function of government. This is all very sound. So also is the author's classification of various types of welfare work according to purpose. Of even greater value, perhaps, because it has not been attempted before, is his historical review of industrial welfare work. There have been monographs on welfare practice in the manor of the Stuart period or in medieval guilds, or in the beginnings of the factory system; here a review is given of developments over the whole period up to the most recent additions that owe, if not their origin, their stimulation, to the period of the late war. Such an analysis as Professor Boettiger has made provides a much clearer test than is current as to whether some particular social result is best achieved by the legislative adoption and enforcement of minimum standards or by the private initiative and responsibility of the individual employer.

The Standard of Living

THE STANDARD OF LIVING, *by Newel Howland Comish. Macmillan Co. 340 pp. Price $2.00 postpaid of The Survey.*

THIS is rather a mixture, but an interesting and suggestive one. Woven in with general definitions in the usual college text book style we find the results of original work—for instance an inquiry into the motives that led several hundred junior students in the Oregon Agricultural College (where the author teaches economics and sociology) to buy school dresses or suits; and a study for a minimum budget (made originally for the United States Bureau of Labor Statistics). Professor Comish succeeds in showing the complexity of the factors that enter into the standard of living. The subject is simple enough so long as it is considered in purely economic terms, but as soon as the variety of motives in selling and buying, such as the influences of advertising on taste and expenditure, of habits, fashions and other changes in demand enter into the picture, the problem for the student becomes a very comprehensive one. This is, of course, also true of the motives that determine price—as illustrated entertainingly by the author in the case of the buyer who insists on purchasing in the retail store at mail-order catalogue prices and is made to realize the necessary difference when the shopkeeper gives him mail-order house service. The wide scope of the book has made some passages a little too summary; but what it lacks in this respect is more than made up by its value as a first general survey within practicable limits—at least the publisher asserts that it is—of the whole field of consumption.

THE WORKERS' REGISTER OF LABOUR AND CAPITAL, 1923, *prepared by the Labour Research Department. Labour Publishing Co., Ltd., London. 223 pp. Price $1.20 postpaid of The Survey.*

This book is intended primarily to state the relative strength of organized labor and of capital; incidentally it gives much useful information on trends in trade-union organization, unemployment, conditions of labor, etc., on the one hand, and trends in the concentration and inflation of industrial capital, and current capitalist policies as regards output and labor management on the other.

THE PROBLEM OF THE WORKING BOY, *by William McCormick. Fleming H. Revell Co. 192 pp. Price $1.25 postpaid of The Survey.*

A successful worker among boys, Mr. McCormick in this book—following his previous book, The Boy and His Clubs—gives sound advice on a number of practical questions. As a journalist he interprets sympathetically and entertainingly the views and needs of boys above school age. There ought to be a McCormick in every town—at least there ought to be an enlightened public attitude towards boys to make possible such work as is described in this book.

SIR WILLIAM WEDDERBURN AND THE INDIAN REFORM MOVEMENT, *by S. K. Ratcliffe. George Allen & Unwin, Ltd., London. 192 pp. Price $1.44 postpaid of The Survey.*

Readers of The Survey need not be told that any book by Mr. Ratcliffe is worth reading and owning. A special reason for commending the present volume is that in it the author discusses a great liberal movement which he has intimately studied

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for many years. Sir William Wedderburn was known in and out of Parliament as the "Member for India," and the account of the Indian reform movement since the eighties naturally hinges on this remarkable personality. The credit for many recommendations of which he was the author and for which he fought has, as is so often the case, later been given to others; hence the publication of this memoir is in a special sense an act of justice.

THE GEOLOGICAL SURVEY. THE RECLAMATION SERVICE. THE BUREAU OF MINES, *by Fred Wilbur Powell.* THE ALASKAN ENGINEERING COMMISSION, *by Joshua Bernhardt.* THE TARIFF COMMISSION, *by Joshua Bernhardt.* THE FEDERAL BOARD FOR VOCATIONAL EDUCATION, *by W. Stull Holt.* THE STEAMBOAT INSPECTION SERVICE, *by Lloyd M. Short.* THE WEATHER BUREAU, *by Gustavus A. Weber.* THE PUBLIC HEALTH SERVICE, *by Jenks Cameron.* THE EMPLOYEES' COMPENSATION COMMISSION, *by Gustavus A. Weber.* THE GENERAL LAND OFFICE, *by Conover Milton.* THE BUREAU OF EDUCATION, *by Darrell Hevenor Smith.* THE BUREAU OF NAVIGATION, *by Lloyd M. Short.* THE COAST AND GOEDETIC SURVEY, *by Gustavus A. Weber.* THE FEDERAL POWER COMMISSION, *by Conover Milton.* THE INTERSTATE COMMERCE COMMISSION, *by Joshua Bernhardt.* THE RAILROAD LABOR BOARD, *by Joshua Bernhardt.* THE WOMEN'S BUREAU, *by Gustavus A. Weber.* THE OFFICE OF THE SUPERVISING ARCHITECT OF THE TREASURY, *by Darrell Hevenor Smith.* THE BUREAU OF PENSIONS, *by Gustavus A. Weber.* THE DIVISION OF CONCILIATION, *by Joshua Bernhardt.* THE FEDERAL TRADE COMMISSION, *by W. Stull Holt.* THE NATIONAL PARK SERVICE, *by Jenks Cameron.* THE CHILDREN'S BUREAU, THE BUREAU OF INTERNAL REVENUE, *by Lawrence F. Schmeckebier and Francis X. A. Eble.* THE BUREAU OF PUBLIC ROADS, *by W. Stull Holt.* Service Monographs of the United States Government. Institute of Government Research. *Johns Hopkins Press. Prices* $1.00, $1.50 *or* $2.00 *postpaid of The Survey.*

We do not pretend to have read all these reports. In fact, we have tried to single out for comment those bearing on the social welfare; but on looking them over have failed to discover a government service that does not affect the fortunes of the average citizen. Take for instance Fred W. Powell's report on the Bureau of Mines with its description of the machinery in action for the promotion of safety and health; or Joshua Bernhardt's comment on the magnitude and difficulty of the job of integrating Alaska with the economic life of America; or Gustavus A. Weber's study of that government department which perhaps more than any other has succeeded in applying science to the economic welfare of large groups in the community—the Weather Bureau. The account given of the work of services more generally recognized as in aid of the public welfare should be of use to social workers, particularly by enlightening them concerning the actual scope, methods and limitations of organs with which they tend to cooperate in ever increasing degree: the Bureau of Education, the Women's Bureau, the Public Health Service, the Federal Board for Vocational Education, etc. The series is, of course, much more than a library of information; it serves better than anything hitherto published as a source and stimulus for the study of methods of governmental administration with a special view to the need for greater coordination. The Institute for Government Research is engaged in a valuable patriotic service: the betterment of our federal government in its largest aspects as well as in every detail.

THE DAY CONTINUATION SCHOOL IN ENGLAND, *by Edith Anna Waterfall. George Allen & Unwin, Ltd. 221 pp. Price* $1.80 *postpaid of The Survey.*

The scope of this book is broader than stated in the title. There are in it important sections on the development of continuation schools in the United States, in Germany and in other countries, and many of the author's conclusions and recommendations apply outside of England. Perhaps the most important result of her analysis, from an American point of view, is the demand for greater individualization—carried into a number of practical applications. A stimulating contribution to a discussion which as yet is too often limited to a narrow circle of educationalists and employers of adolescent labor.

THE NEW THRIFT, *by Bolton Hall. B. W. Huebsch, Inc. 247 pp. Price* $1.50 *postpaid of The Survey.*

A new and revised edition of a book which was widely used for educational purposes during the war and helped to stem the flood of a rather hectic, narrowly conceived campaign for "saving" without regard to wise theories of spending which are so important an element in real thrift. The new edition contains chapters on prohibition and other issues that have arisen since 1916. This is not a dry text-book for high schools or Americanization classes but a philosophical, often witty and yet systematic and serious discourse by a man who is persuasive because he does not pretend to preach.

THE SOVIET CONSTITUTION, *edited by Andrew Rothstein. Labour Publishing Co., Ltd., London. 142 pp. Paper. Price* 60c *postpaid of The Survey.*

A handy, well arranged though insufficiently indexed translation of a text which every student of politics must have occasion to refer to.

LEADING FACTS FOR NEW AMERICANS, *by Ralph Philip Boas. American Book Co. 216 pp. Illustrated. Price* 68c *postpaid of The Survey.*

Yet another reader for immigrant classes in English—but on decidedly original lines. The teaching of American ideals and institutions is put into story form, illustrated by good drawings and ranging over more subjects of direct interest to the adult immigrant worker than is usually the case. But on the whole the value of such a book as this would seem to lie more in suggesting to teachers of English a sound method, arrived at through long experience, than in its qualities as a text to be studied by the class.

ESSENTIALS OF AMERICANIZATION, *by Emory S. Bogardus. University of Southern California Press. 442 pp. Price* $2.50 *postpaid of The Survey.*

The third edition of this popular text book has been largely rewritten and enlarged, bringing information up to date and further refining the definition of racial distinctions and of the process of assimilation. The fact that so sound a book is appreciated not only by educators but also by a wider public is a sign that progress is being made in the substitution of scientific for sentimental methods of Americanization.

TRADE AND INDUSTRY OF FINLAND, *compiled by the Finnish Trade Commission. J. Simelius' Heirs, Helsingfors. 746 pp. Illustrated.*

This monumental volume has for its purpose the enlightenment of the English speaking countries on Finland's economic conditions and industries. The introduction also gives a good general description of the political and social condition of a republic, which, hardly born, is already on the way toward achieving not only stability but a full development of its resources and consequent prosperity for its people.

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COMMUNICATIONS

Free behind Bars

To THE EDITOR: Your article entitled Freedom with a String in the current issue of The Survey prompts me to send you the enclosed extracts from numerous letters received from the eleven political prisoners in Leavenworth who have refused a conditional release. I believe both your editorial policy and your readers' desire to be for "all sides" of a question, and this is one which has, I think, an historical as well as a social significance, and also one of which we shall hear considerably more in the future. Directly bearing on the content of your own comment, is the following from Alexander Cournos, one of the Chicago group, serving a ten-year sentence:

Even Senator Pepper utterly refutes the "argument" that there is any difference between our case and that of the Sacramento boys. Men named in the Chicago indictment were co-defendants, and the same "evidence" was shared between the two cases. . . . It may be years before the true significance of the "Silent Defense" of these men is understood and appreciated. But it will be. . . . I refused conditioned commutation because I believe that every act of every one of us, however insignificant, has power for good or ill, and the power of even slight actions often reaches into the future. My acceptance of compromise would have made it just that much harder for the next man, for every other man, to live up to his principles. It seems to me unthinkable that a self-respecting man would yield his own civil rights in any such disgraceful bargain; certainly I will never help to fasten chains on my fellow-men. . . . No killing of men's bodies can kill the ideal they have stood for. It is only slavishness of spirit than can betray their souls. . . .

And G. J. Bourg, also a ten-year man, writes:

When I put my name to that Open Letter sent by all of us to President Harding, I meant it; and I still mean every word of it. I refuse to accept a life-time parole, and most certainly I would not accept release at the expense of the Sacramento boys who are just as innocent as I am of any wrong-doing. . . . Liberty is as sweet to me as to any man on earth, but it is not sweet enough to purchase at the price of principle and of all self-respect. . . .

From a long letter from Harry Lloyd, I want to quote at least a sentence or two:

I have done nothing to be ashamed of, and I will recant nothing. . . . Commutation for deportees includes admission of "moral turpitude" . . . . I refuse to even imply that such work as I have conscientiously done for human betterment in the past, was done in mental or moral delinquency. . . . I hold that a man who would so betray his whole past life, cuts himself off from future social usefulness, for how can the promise, the loyalty, the word, of such a man ever again be relied on? . . .

And Bert Lorton:

I have had as tough a time here as any man in here and this is the second opportunity I've had to get out from under the principles I believe in, but you can be very sure I'm never going to *crawl* out with strings tied to me, and most certainly not on the backs of innocent men. . . .

J. T. ("Red") Doran, whom I knew personally before he went back to prison, and whom I have twice visited in Leavenworth, writes:

I consider the Sacramento case an unknown Calvary. . . . Those men are no more "guilty" than any of us—in other words, no one of us is "guilty" of any "crime" whatsoever. We talk of "solidarity," of "brotherhood," but we must *live* these things if we deserve the name of men. . . . To accept a life-time parole, returnable to prison at any moment, not necessarily even informed of what charges are made against us, not on trial by jury or on proved charges, but merely upon the opinion or desire of a single individual—what "freedom" is there in this for any self-respecting human being? Were I the only man here in prison today, I would refuse such "clemency." When those two dying boys, Tabib and Quigley, have the grit to face death as they are doing, the least I can do is to stand by them, and live the principles I profess to believe in. And I am convinced that if those on the outside of prison were a tithe as staunch, as courageous, as honest, as are these Sacramento boys, none of us would be in prison today. . . . I am freer in here with such men as these are, than I could be anywhere else if I deserted them and the principles that keep them here. . . .

I would like to close with a quotation from a letter from Mortimer Downing, a man of over sixty years, one of the Sacramento group whom all the others so stoutly defend:

Probably few on the outside can estimate what a simple and earnest deed it was for these men to choose imprisonment rather than liberty; and in one case it means the serving of a twenty-year sentence. (James Rowan.) The essential principle of our whole industrial movement is solidarity. The world has outgrown individualism and all its train of violence and inhumanity. We call ourselves Industrial Workers of the World to emphasize just this basic fact of essential human brotherhood. . . . We can surrender nothing of the principles for which we stand. We are sentries on guard; our stations are fixed until such time as we may be honorably relieved of our responsibility. . . . Never before has material power been so clearly arrayed before the power of the human spirit. How can (*Continued on page* 555)

SOCIETY AND ITS PROBLEMS

An Introduction to the Principles of Sociology

By GROVE S. DOW
University of Denver

Published June, 1922

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SOCIAL WORK SHOPTALK

WE all have in America a red letter watchword—"The Next Step." But what will it be? A leap, a trip or a goose step? The Sabine march, two steps forward and one step back? This question was the basis of every address and discussion at the Conference of the League for Industrial Democracy at Camp Tamiment during June.

In speaking on Next Steps in Labor Banking, David J. Saposs of the Brookwood Labor College, took the position that this was not a part of the cooperative movement but merely a new form of capitalism. Success in the banking field, however, will give labor another source of power and make it possible to build up a cooperative movement of sufficient proportions to compete with modern aggregations of capital. On the other hand, it presents the possibility that the unions will allow themselves to be diverted from their militant functions in order to protect the immediate financial interests of labor. In effect, Mr. Saposs called out Watch your step!

Any number of Next Steps against War were considered—"marching up and down again" like Kipling's Boots. There was the world court, the League of Nations, and the Outlawry of War. Norman Thomas suggested an increase in the solidarity of labor and the growth of its opposition to international war, an economic conference of the nations, including Germany and Russia, to decide the basis of reparation and of the allied debt, and to reduce armament—a conference whose success would be dependent upon the willingness of the United States to forgive all or part of the European debts due it as part of the price of peace, and an unqualified declaration that the power of nations will not be used for collecting private debts either in Latin America or anywhere else.

William P. Hapgood of the Columbia Conserve Company of Indianapolis (see The Survey for September 1, 1922, p. 655) considered the next step in workers control of industry to be an ethical one. The difficulty with the present situation, he declared, was that each side thinks only of its own rights and neither side considers its obligations. "What we need in democratic control," he pointed out, "is a new motive on each side, the motive of service and a new attitude—good will." Stop stepping on each other, was his warning.

In view of the northward migration of Negro workers, William Pickens of the Association for the Advancement of Colored People stressed the need of quick preparation for his coming. His was not a plea for benevolence or kindness, or even justice; it was a warning and a demand for action.

"The Negro workman in our midst cannot be neutral," Mr. Pickens asserted. "He will either be fighting in the ranks of other laborers or against them. If he is forced out by the unions, he is forced into the strikebreakers' column. It is not a preference; it is a necessity." His word to the labor unions of the north was Step lively.

Nothing concrete was anticipated when Next Steps in Labor Politics came up for discussion. Delegates expected generalizations that would lead nowhere. It was somewhat a surprise, therefore, when Morris Hillquit, member of the executive committee of the Socialist Party, brought out a friendly challenge to William H. Johnston, president of the National Association of Machinists, by declaring that the time had come when a labor party like the British Labour Party, starting on conservative lines and gradually evolving into a clear understanding and unreserved acceptance of Socialism, was necessary for America. "The workers of America," he said, "must look for precedence, inspiration and guidance not to Russia, but to England, for England comes nearest to the United States in industrial development, political form, type of culture and popular psychology."

And of all these steps which are we likely to take. Which are easy? Which difficult? Which are entirely impossible? A conference like this of the "L. I. D." has the great value not of answering these questions, but of helping us to find out where we want the steps we take to lead to.

LUCKILY we don't have to depend on senatorial tourists for our information about Europe this summer. Among the many wandering students of current problems are Mary Van Kleeck and Mary la Dame of the Russell Sage Foundation, who are at work in Norway, and Mary Anderson of the federal Women's Bureau, who is studying certain immigration problems where they begin.

BACK from Poland and Europe generally, Charles I. Cooper has returned to social work in this country as the head resident of the Council Educational Alliance of Cleveland.

THE PLACE at the head of the Committee on Plan of New York and its Environs, associated with the Russell Sage Foundation, left vacant by the death of Charles D. Norton, has been filled by the selection of Frederick A. Delano. Thomas Adams, the British city planner, becomes general director of plans and surveys upon the retirement of Frederick P. Keppel, secretary of the committee, who goes to the Carnegie Corporation on October 1. Flavel Shurtleff, who has been assisting Mr. Keppel, will act as secretary. The period of preliminary investigation which necessarily precedes any definite planning will, it is expected, give place about the same time to a period in which certain definite planning projects can be initiated, though the fact-studies will of course be continued.

HERE'S NEWS! Uncle Alec is going to run for state senator. The voters of Allen County (Ft. Wayne) will have a chance at him in the primaries next March. The election in November, 1924, is for a term of four years. Meanwhile he has accepted the position of secretary of the soon-to-be-born Indiana Council of Social Agencies which is expected to make its debut at the state conference of social work late in September. The council will concern itself largely with state legislation—which the state conference discreetly avoids. Paul Benjamin, Murray Auerbach and George Rabinoff are active in its formation. Alexander Johnson as secretary will be a fifty per cent volunteer the first year.

ST. LOUIS news usually comes hot from St. Louis. But it is the New York School of Social Work which informs us that Owen Howells, who taught there in 1920-21, and has since been assistant professor of rural sociology at the University of Missouri, goes now to the staff of the St. Louis Community Fund.

LAWSON PURDY, director of the New York Charity Organization Society, tax expert, leader in municipal progress, has been elected a trustee of the Russell Sage Foundation, taking the place of the late Charles D. Norton. Mr. Purdy also becomes treasurer of the foundation.

ROUND AND ROUND go the division managers of the Red Cross. R. C. Branion, late of Seattle, not so lately of New York, and now manager of the Pacific Division, retires on September 1 to become national secretary of the Institute for the Crippled and Disabled. William Carl Hunt, now special assistant to Mr. Fieser at Washington, will take his place at San Francisco.

FROM KANSAS, through the courtesy of Ross W. Sanderson of the Wichita Council of Social Agencies, comes this interesting scrap of preventive work for which a railway gateman is to be credited:

GATEMAN TO RESCUE

Union Station Employe Prevents Frisk-in of Innocent Country Boy

Ora Morzingo, gateman at Union Station kept a youth from being frisked Tuesday afternoon. An innocent country boy of 15 was walking about the station waiting for the train to Joplin. Two women appeared. They were of the type well known to all public officers. They began weaving their charms about the youth who was beginning to feel that warm glow which comes from feminine attentions.

At this juncture the gateman walked over towards the lad. The female vultures circled away. "Listen Buddy," the gateman said, "Those women don't want nothing but your money. Let's go over here and wait until your train comes."

The lad who is large for his age was returning from the harvest fields.

—*Wichita Eagle.*

THE LABOR DEFENSE and Free Speech Council of Western Pennsylvania has recently been organized as a permanent defense group to stand behind workers in and about Pittsburgh when their rights of free speech, free press and free assemblage are menaced. Its headquarters are at 805 James St., N. S., Pittsburgh.

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THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

THE AMERICAN ASSOCIATION OF HOSPITAL SOCIAL WORKERS—Miss M. A. Cannon, president, 105 East 22nd Street, New York City; Miss Lena R. Waters, executive secretary, The Johns Hopkins Hospital, Baltimore, Md. Organization to promote development of social work in hospitals and dispensaries. Annual meeting with National Conference of Social Work.

AMERICAN CHILD HEALTH ASSOCIATION (formerly American Child Hygiene Association and Child Health Organization of America)—Headquarters, 532 17th St., N. W., Washington, D. C.; Administrative Offices, 370 7th Ave., New York. Herbert Hoover, pres.; L. Emmett Holt, M.D.; Livingston Farrand, M.D.; Thomas D. Wood, M.D.; 1st, 2nd, 3rd vice-presidents, respectively; Corcoran Thom, treas.; Philip Van Ingen, M.D., sec'y. To promote health among children from conception to maturity—this to be accomplished through cooperation with parents, doctors, nurses, teachers, and other health workers; by dissemination of scientific information and teaching methods in schools, through conferences, addresses, pamphlets, publicity material, and a monthly magazine, "Mother and Child."

AMERICAN COUNTRY LIFE ASSOCIATION—K. L. Butterfield, president; Henry Israel, executive secretary. Room 1849, Grand Central Terminal Bldg., New York City. Emphasizes the human aspect of country life. Annual membership $3.00 includes "The Country Life Bulletin."

AMERICAN HOME ECONOMICS ASSOCIATION—Miss Lenna F. Cooper, sec'y; Battle Creek Sanitarium, Battle Creek, Mich. Organized for betterment of conditions in home, schools, institutions and community. Publishes Journal of Home Economics. 1211 Cathedral St., Baltimore, Md.

AMERICAN PEACE SOCIETY—Founded 1828, labors for an international peace of justice. Its official organ is the Advocate of Peace, $2.00 a year. Arthur Deerin Call, secretary and editor, 612-614 Colorado Building, Washinpton, D. C.

AMERICAN PRISON ASSOCIATION—Annual Congress of American penologists, criminologists, social workers in delinquency. Next Congress Boston, Massachusetts, September 13-19, 1923. E. R. Cass, general secretary, 135 East 15th Street, New York City.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Frank J. Osborne, exec. sec'y; 370 Seventh Ave. New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publication free on request. Annual membership dues, $5.00.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To promote a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

THE CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director. 130 E. 22d Street, New York City. A League of children's agencies to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches and other groups to work out worth-while results in phases of child welfare in which they are interested.

COUNCIL OF JEWISH WOMEN—305 W. 98th Street, New York. Miss Rose Brenner, pres.; Mrs. Harry Sternberger, ex. sec'y. Promotes civic cooperation, education, religion and social welfare in the United States, Canada, Cuba, Europe.
Department of Immigrant Aid—799 Broadway. Mrs. S. J. Rosensohn, chairman. For the protection and education of immigrant women and girls.

COMMUNITY SERVICE—315 Fourth Avenue, New York City. A national civic movement for promoting citizenship through right use of leisure. It will, on request, help local communities work out leisure time programs. H. S. Braucher, secretary.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 30 Protestant denominations. Rev. Chas. S. Macfarland, Rev. S. M. Cavert, gen'l sec'ys; 105 E. 22nd Street, New York.
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JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, executive director, 52 Vanderbilt Avenue, New York. To promote the adoption of sound methods in this field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONS—Officers: President, Albert F. Bigelow, 111 Devonshire Street, Boston; Secretary, John S. Bradway, 133 South 12th St., Philadelphia; Chairman of Executive Committee, Leonard McGee, 239 Broadway, New York. This organization was formed in 1912 as a national association of all legal aid societies and bureaus in the United States to develop and extend legal aid work. Copies of Proceedings at convention in December 1922, including report on relation between social service and legal aid, may be had on request.

NATIONAL BOARD OF THE YOUNG WOMENS CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, president; Miss Mabel Cratty, general secretary, 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries to cover work in the United States in 1,152 local Y. W. C. A.'s on behalf of the industrial, business, student, foreign born, Indian, Colored and younger girls. It has 174 American secretaries at work in 55 centers in the Orient, Latin America and Europe. The National Board also maintains a National Training School of graduate type at 135 East 52nd Street, New York City, for the professional training of its leadership. The training is given in two parts. The preliminary course consists of six weeks of lecture work (generally given in the summer session) and nine months practical experience on salary under supervision. The advanced course requires a full year of resident academic study, upon the successful completion of which a professional certificate is granted. Special emphasis is placed upon training in group work.

NATIONAL CATHOLIC WELFARE COUNCIL—1312 Massachusetts Avenue, N. W., Washington, D. C.
General Secretary, Rev. John J. Burke, C.S.P.
Departments—Education, Laws and Legislation, Social Action. Press and Publicity, Lay Organizations (National Council of Catholic Men and National Council for Catholic Women.)
National Catholic Service School for Women, 2400 Nineteenth Street, N. W., Washington, D. C.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, sec'y: 1 East 104th Street, New York. Industrial, agricultural investigations. Works for improved laws and administration; children's codes. Studies health, schools, recreation, dependency, delinquency, etc. Annual membership, $2, $5, $10. $25 and $100; includes monthly bulletin, "The American Child."

NATIONAL CHILD WELFARE ASSOCIATION, INC.—Chas. F. Powlison, gen. sec'y; 70 Fifth Ave., New York. Originates and publishes exhibit material which visualizes the principles and conditions affecting the health, well being and education of children. Cooperates with educators, public health agencies, and all child welfare groups in community, city or state-wide service through exhibits, child welfare campaigns, etc.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE—Dr. Walter B. James, pres.; Dr. Frankwood E. Williams, med. dir.; Dr. Clarence J. D'Alton, executive assistant; Clifford W. Beers, sec'y; 370 Seventh Avenue, New York City. Pamphlets on mental hygiene, nervous and mental disorders, feeble-mindedness, epilepsy, inebriety, criminology, psychiatric social service, backward children, surveys, state societies. "Mental Hygiene," quarterly, $2.00 a year; "Mental Hygiene Bulletin," monthly, $.25 a year.

NATIONAL CONFERENCE OF SOCIAL WORK—Grace Abbott, president, Washington, D. C.; W. H. Parker, secretary, 25 East Ninth Street, Cincinnati, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-first annual meeting of the Conference will be held in Toronto, Canada. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleve, managing director; Lewis H. Carris, field sec'y; Mrs. Winifred Hathaway, sec'y; 130 E. 22nd St., New York. Objects: To furnish information, exhibits, lantern slides, lectures, publish literature of movement—samples free, quantities at cost. Includes New York State Committee.

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Member, National Health Council—Anne A. Stevens, R.N., director, 370 Seventh Avenue, New York. For development and standardization of public health nursing. Maintains library and educational service. Official Magazine, "Public Health Nurse."

NATIONAL PHYSICAL EDUCATION SERVICE—309 Homer Building, Washington, D. C. To obtain progressive legislation for physical education. Established at the request of a committee created by the United States Bureau of Education; 35 national organizations cooperating. Maintained by the Playground and Recreation Association of America.

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NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION—Anna A. Gordon, president; Headquarters, 1730 Chicago Avenue, Evanston, Illinois. To secure effective enforcement of the Eighteenth Amendment, to advance the welfare of the American people through the departments of Child Welfare, Women in Industry, Social Morality, Scientific Temperance Instruction, Americanization and other allied fields of endeavor. Official publication "The Union Signal" published at Headquarters.

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, honorary president; Mrs. Maud Swartz, president; 311 South Ashland Blvd., Chicago, Ill. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given.

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Our Unfinished Job in Europe

(*Continued from page* 525)

work, especially in Germany, has demonstrated the great value of American participation in a variety of social activities for the building up of international friendship and mutual trust, quite apart from immediate material gains. In spite of a political attitude which to many European critics seems too aloof and uncooperative, America—thanks to the multitude of contacts established by her social missionaries—is enjoying today on the continent of Europe an influence and goodwill that comes directly from the hearts of the people and cannot be without ultimate effect on the politics of their governments.

Is there not danger that an increase of American activities along these various lines, instead of adding to the world's total sum of health and happiness, may merely help to relax the efforts made by foreign governments and social agencies on behalf of their own peoples? The example of Greece might be quoted, as of a country undecided in its policy, delaying action from week to week, so long as American aid was forthcoming, in solving the problem of its refugees, May there not be national as well as individual and family pauperization? That danger undoubtedly exists. And for that reason we must welcome the increasing alertness of our great relief organizations in watching for signs of it, in gauging the need for outside help, and their readiness to close down as soon as that danger seems real. But the danger is much smaller when we consider American participation in reconstructive enterprises, because it is their very nature to call forth a maximum of native effort; and it does not exist at all in connection with the demonstration and experimental enterprises as yet in their infancy and never on a large enough scale to take the place of local action.

Briefly, then, we have come to the conclusion that the present extent of American social work abroad is inadequate as an expression of American good will toward the world; that the continuation—or initiation—of relief operations must be subjected to the closest scrutiny so that pauperization be avoided and American resources be spent where they will do most good; that there is an unlimited field for American cooperation in constructive social rehabilitation, provided that cooperation is rendered in a spirit of comradeship between naturally associated groups rather than in a spirit of vague sentiment or of bounty; that in the same way there is a large and diversified field abroad for the demonstration and re-testing of American methods of social work, with benefits alike to the countries where these demonstrations take place and to America itself. We come to the conclusion, then, that the time is ripe for applying to American international social work the same intensification, specialization, reorganization that have characterized social work at home in the last generation or so. Looking back recently over the progress made in these directions during the last fifty years, American social workers were justified in congratulating themselves on a large accomplishment. But in the foreign field, taking a large view, almost everything that makes for a really modern scientific approach yet remains to be done.

The Survey invites the fullest discussion of this question, and will gladly publish communications of three hundred words or less which deal with it.

Free behind Bars

(*Continued from page* 551)

any honest soul palter with such issues as these, or cringe and compromise before their challenge?

I feel that we cannot for our own sakes afford to ignore such straightforward courage and manliness as these letters evidence, in this age when courage and straightforwardness are so tragically needed in every relation of life.

If there is any further information I may be able to give any of your readers who may desire it, I shall be glad to do so.

RICHARD W. HAGUE

Director Department of Education, Pennsylvania Federation of Labor, Harrisburg, Pa.

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WANTED: Man and woman to conduct a home for boys in a Southern city. Average of 30 boys, ages from 10 to 16. Dependents and milder types of delinquents. Salary $100.00 per month and maintenance for couple. State in application education, vocational history, age, religion and other pertinent details. 4563 SURVEY.

WANTED: Case Supervisor Louisville Family Service Organization. Large staff, training center School Social Work. Constant improvement in content and scope of work. Unusual opportunity for applicant: good personality with executive and good family case work experience. Apply Linton B. Swift, 215 East Walnut Street, Louisville, Kentucky.

WANTED: October rst, assistant head worker in well established settlement in mid-western city. Western woman preferred. 4573 SURVEY.

WORKERS WANTED

WANTED: Nutrition Worker for a Yiddish Speaking Community. State age, training, experience, and salary expected. Apply to Kurt Peiser, Abraham Lincoln House, Milwaukee, Wisconsin.

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WANTED: Young man, college and professionally trained, university graduate preferable, with several years' experience in boys' work for director Jewish Big Brother organization. 4577 SURVEY.

CASE WORKER with some training and experience by Family Social Work Agency in Pennsylvania industrial city. 4571 SURVEY.

DIRECTING WORKER wanted in Philadelphia Jewish Neighborhood House. Must have experience in recreational activities. 4576 SURVEY.

ASSISTANT HEADWORKER wanted for Settlement in Eastern city. Apply stating age and full particulars of education and experience. 4575 SURVEY.

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YOUNG MAN, now Social Director of large Association, wishes connection with social, recreational or industrial organization. Wide experience. 4568 SURVEY.

SUPERVISOR for Day Nursery. Five years' experience. Ready September first. Desire location in or near New York. 4583 SURVEY.

YOUNG MAN graduate work in Psychology and Vocational Guidance, experience in teaching, statistical research, tests, counseling, desires change. References. 4582 SURVEY.

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NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE: Annual Meeting. Kansas City, August 29-September 5. Secretary C. S. Matthews, 69 Fifth Ave., New York.

NATIONAL FEDERATION OF FEDERAL EMPLOYES: Seventh Annual Convention. Albany Hotel, Denver, September 3-8. Secretary, James P. McKeon, 1423 New York Ave., N. W., Washington.

INSTITUTE FOR NURSES: Chicago, September 3-14. Director, Miss May Kennedy, 6400 Irving Park Boulevard, Chicago.

NATIONAL CONFERENCE OF CATHOLIC CHARITIES: Philadelphia, September 9-14. Secretary, John O'Grady, 700 Eleventh St., N. W., Washington.

AMERICAN PRISON ASSOCIATION: Annual Meeting. Boston, September 13-19. September, E. R. Cass, 135 East 15 St., New York.

MINNESOTA STATE CONFERENCE OF SOCIAL WORK: Duluth, September 23-24. Secretary, Dr. F. Stuart Chapin, University of Minnesota, Minneapolis.

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FINANCIAL FEDERATIONS, by William J. Norton, director of the Detroit Community Union. A reprint in handy pamphlet form of a series of articles published in recent Midmonthly issues of The Survey. Price 25 cents; 6 copies $1; 25 copies $3; postpaid. The Survey, 112 East 19 Street, New York, N. Y.

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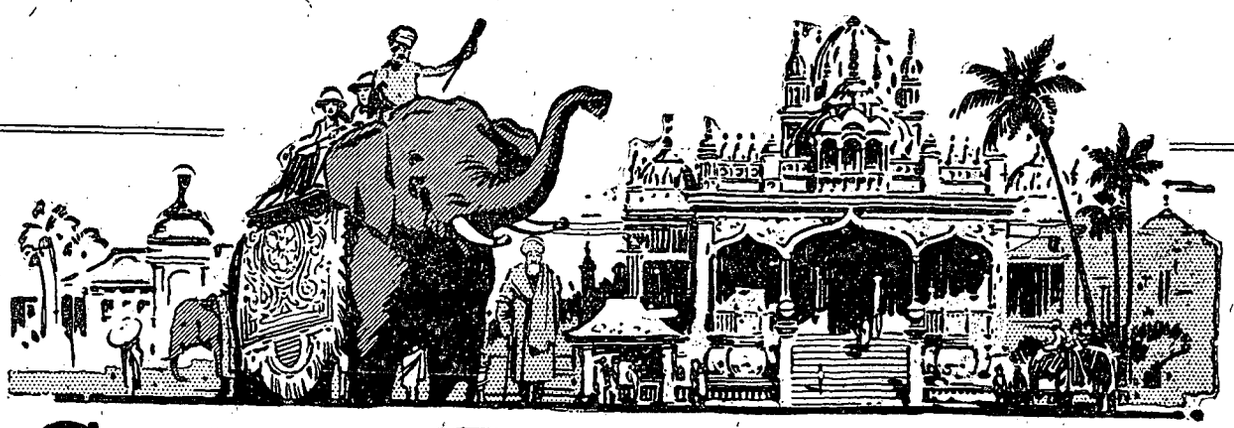

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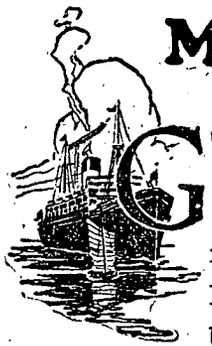

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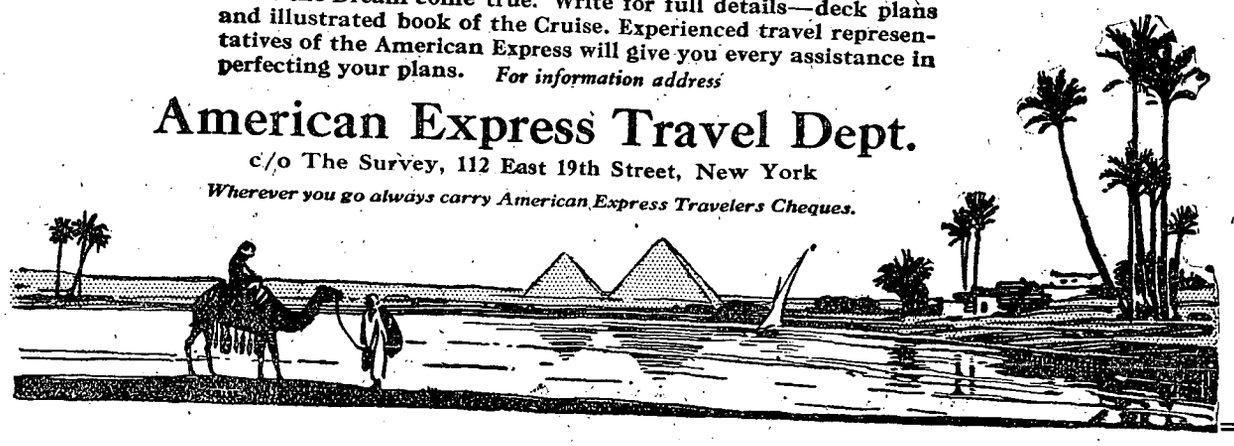

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